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FOURTH ANNUAL REPORT
OF

The Department of Labor

July 1, 1920
TO
June 30, 1921



GEORGE B. ARNOLD, Director

BURT C. BEAN, Assistant Director



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LETTER OF TRANSMITTAL.

To the Governor:

In compliance with the provisions of the Civil Administrative Code, I have the honor to submit to you the accompanying report of the Department of Labor for the fiscal year, July 1, 1920, to June 30, 1921. The report covers briefly the activities of the various divisions of the department during the fiscal period.

Respectfully submitted,

GEORGE B. ARNOLD, *Director.*

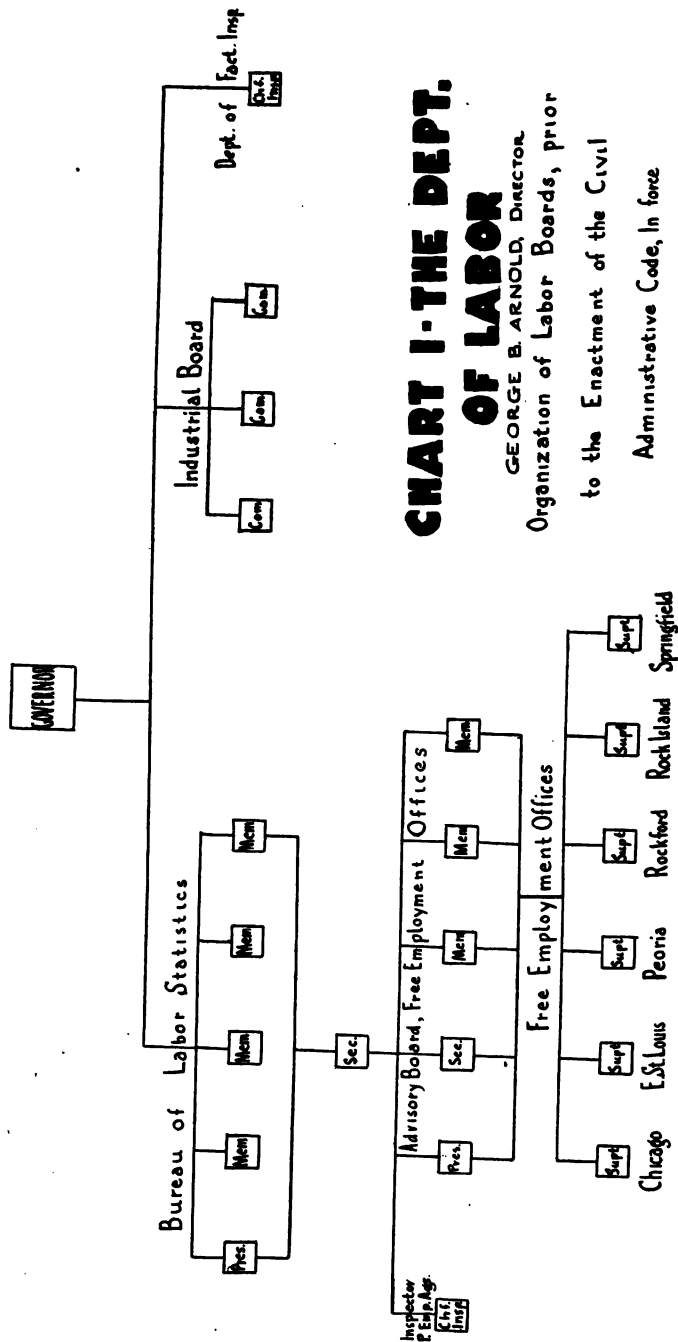


CHART I - THE DEPT. OF LABOR

GEORGE B. ARNOLD, DIRECTOR
Organization of Labor Boards, prior
to the Enactment of the Civil
Administrative Code, In force

July 1, 1917

STATE OF ILLINOIS.
THE DEPARTMENT OF LABOR.

GEORGE B. ARNOLD, *Director.*

BURT C. BEAN, *Assistant Director.*

W. C. LEWMAN, *State Superintendent of Free Employment Offices.*

DIVISIONS.

DIVISION OF LABOR STATISTICS.

BURT C. BEAN, *Acting Secretary.*

CHICAGO FREE EMPLOYMENT OFFICES.

CHARLES J. BOYD, *General Superintendent.*

EAST ST. LOUIS FREE EMPLOYMENT OFFICE.

ROY E. STAGER, *Superintendent.*

PEORIA FREE EMPLOYMENT OFFICE.

THOMAS METTS, *Superintendent.*

ROCKFORD FREE EMPLOYMENT OFFICE.

PETER T. ANDERSON, *Superintendent.*

ROCK ISLAND FREE EMPLOYMENT OFFICE.

FRED W. RINCK, *Superintendent.*

SPRINGFIELD FREE EMPLOYMENT OFFICE.

LUTHER O. GERMAN, *Superintendent.*

AURORA FREE EMPLOYMENT OFFICE.

FRANK RADUENZ, *Superintendent.*

BLOOMINGTON FREE EMPLOYMENT OFFICE.

JOHN E. MATTHEWS, *Superintendent.*

DECATUR FREE EMPLOYMENT OFFICE.

THOMAS A. MORAN, *Superintendent.*

DANVILLE FREE EMPLOYMENT OFFICE.

W. J. PAYNE, *Superintendent.*

JOLIET FREE EMPLOYMENT OFFICE.

L. ROGERS, *Superintendent.*

CHICAGO COLORED FREE EMPLOYMENT OFFICE.

L. W. TUCKER, *Superintendent.*

BOARD OF FREE EMPLOYMENT ADVISORS.

F. S. DEIBLER, PH. D., *Chairman.*

A. H. R. ATWOOD, M. D., *Secretary.*

OSCAR G. MAYER.

MRS. RAYMOND ROBINS.

JOHN H. WALKER.

CHIEF INSPECTOR OF PRIVATE EMPLOYMENT AGENCIES.

JOHN J. MCKENNA, *Chief Inspector.*

FACTORY INSPECTION.

JAMES A. SHORT, *Chief Inspector.*

INDUSTRIAL COMMISSION OF ILLINOIS.

CHARLES S. ANDRUS, *Chairman.*

PETER J. ANGSTEN.

ROBERT EADIE.

JAMES A. CULP.

OMER N. CUSTER.

Mediators and Conciliators: ERNEST WITHALL, ROBERT OSBORNE.

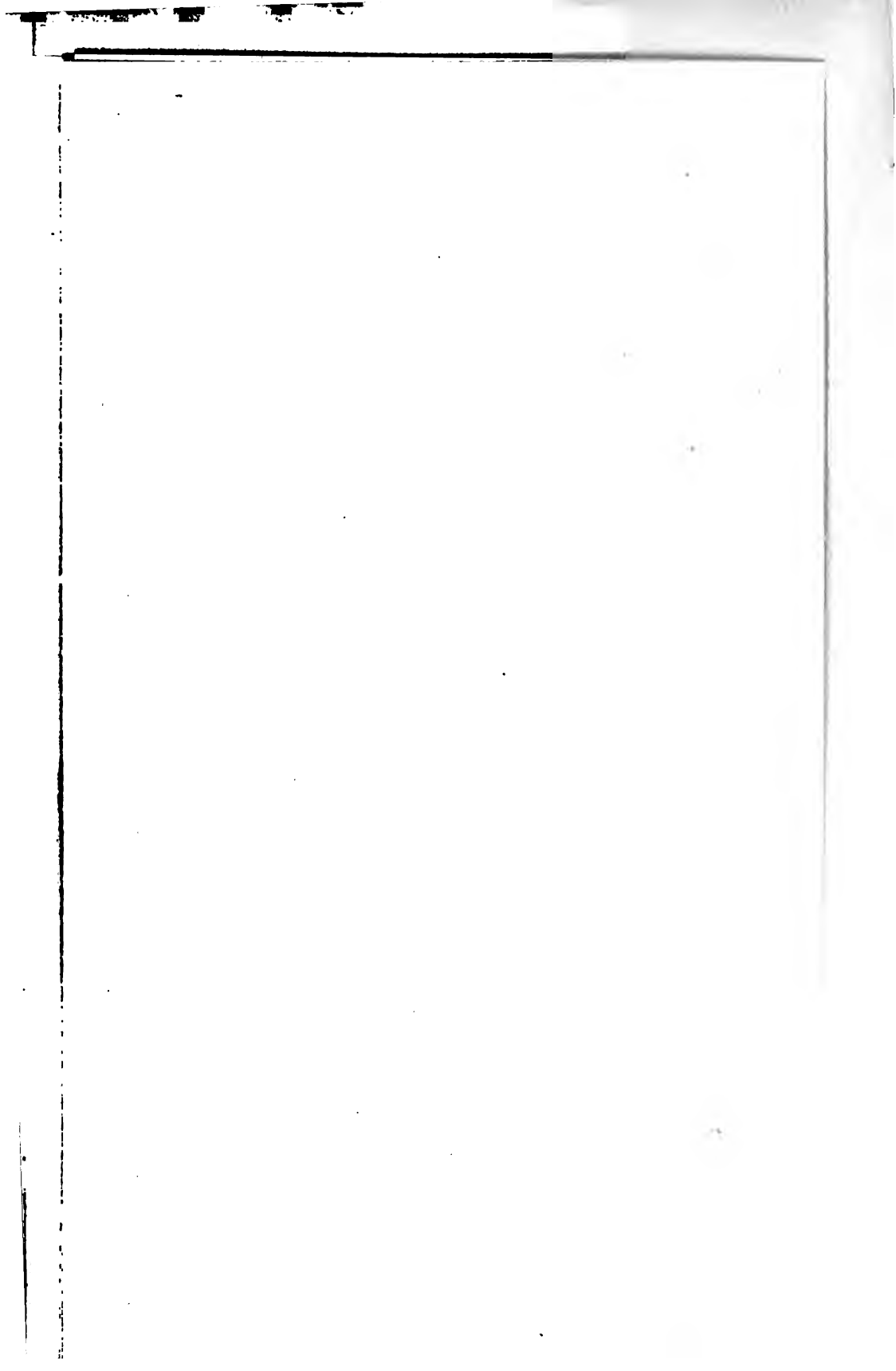
SCOPE OF THE DEPARTMENT OF LABOR, TOGETHER WITH DUTIES OF THE VARIOUS DIVISIONS—JULY 1, 1920, TO JUNE 30, 1921.

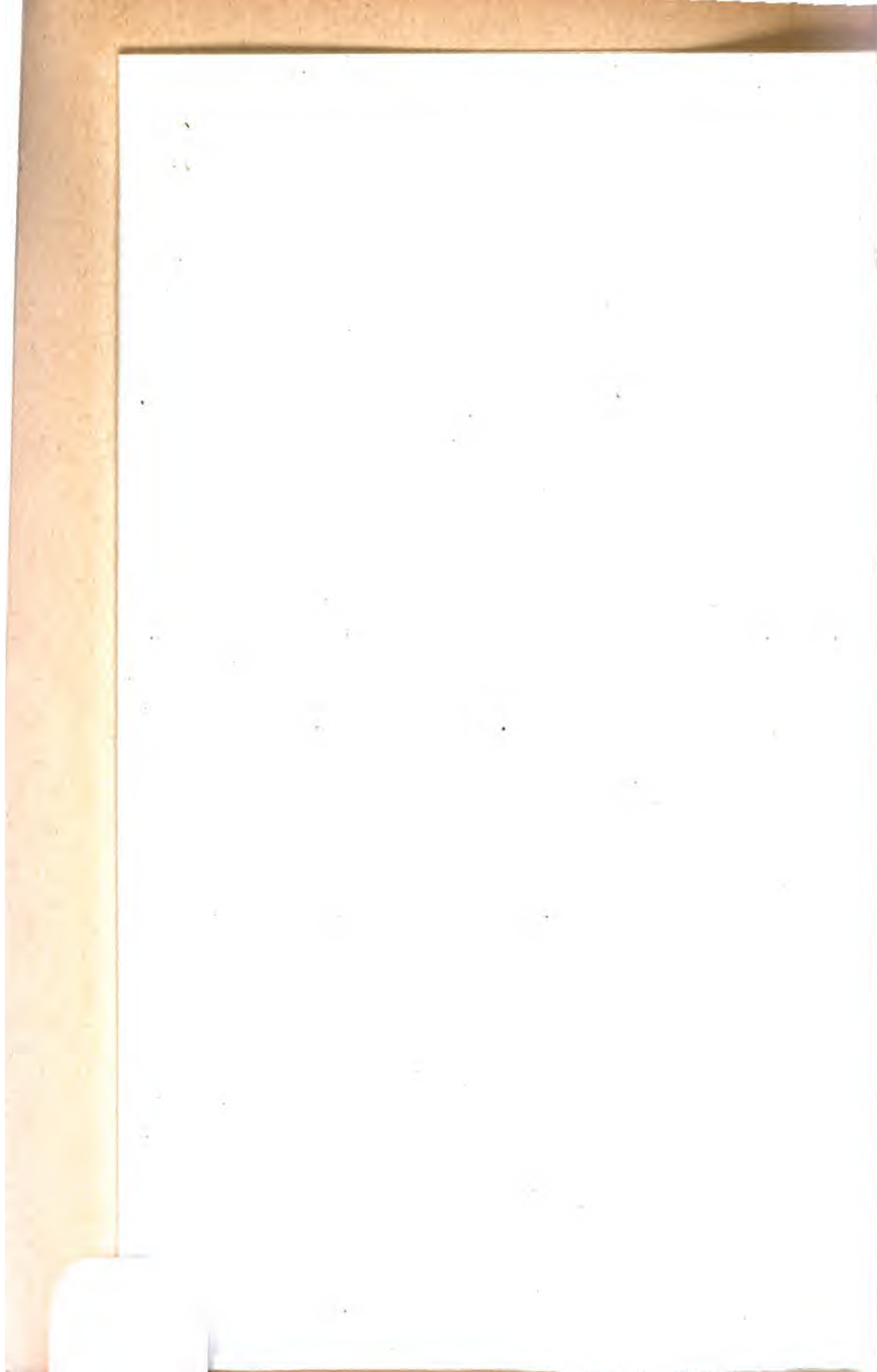
The general function of the Department of Labor is "to improve labor conditions." (See section 43, The Civil Administrative Code for specific functions.) The supervisory duties of the department are to see that the work of the various divisions is legally, creditably and efficiently performed. This general supervision extends over all divisions with the exception of the Industrial Commission in which the department has no supervision in-so-far as judicial decisions are concerned. A Director and Assistant Director constitute the executive officers of the executive office. Location, Room 113 The Capitol, Springfield, Illinois.

Division, (former name if different) supervision officer and location.	Functions.	Laws enforced (under the direction of the Director of Labor).
Division of Labor Statistics, (formerly Bureau of Labor Statistics) Secretary, Room 113, The Capitol, Springfield, Illinois.	Arrangement of such statistics as are reported by the Department of Labor.	Rehabilitation Act of 1920. Accident Report Act of 1907.
Division of State Superintendent of Free Employment Offices, (new under the Civil Administrative Code) Room 113, The Capitol, Springfield, Illinois.	General superintendence of the various free employment offices.	Free Employment Agency Act.
Division of Chicago Free Employment Offices, General Superintendent, 116 N. Dearborn St., Chicago, Illinois.	Local supervision of the Chicago offices and superintendence of the main office.	Free Employment Agency Act (in Chicago).
Division of East St. Louis Free Employment Office, Superintendent, Cor. Main and Division.	Maintaining free employment office in East St. Louis.	Free Employment Agency Act (in East St. Louis).
Division of Peoria Free Employment Office, Superintendent, 512 S. Adams St., Peoria, Illinois.	Maintaining free employment office in Peoria.	Free Employment Agency Act (in Peoria).
Division of Rockford Free Employment Office, Superintendent, 118 N. Wyman St., Rockford, Illinois.	Maintaining free employment office in Rockford.	Free Employment Agency Act (in Rockford).
Division of Rock Island-Moline Free Employment Office, Superintendent, 1915 Fourth Av., Rock Island, Illinois.	Maintaining free employment office in Rock Island.	Free Employment Agency Act (in Rock Island).
Division of Springfield Free Employment Office, Superintendent, 208-10 N. 4th St., Springfield, Illinois.	Maintaining free employment office in Springfield.	Free Employment Agency Act (in Springfield).
Division of Aurora Free Employment Office, Superintendent, 13 N. Broadway, Aurora, Illinois.	Maintaining free employment office in Aurora.	Free Employment Agency Act (in Aurora).
Division of Bloomington Free Employment Office, Superintendent, 404 N. Main St., Bloomington, Illinois.	Maintaining free employment office in Bloomington.	Free Employment Agency Act (in Bloomington).
Division of Decatur Free Employment Office, Superintendent, 226 E. North St., Decatur, Illinois.	Maintaining free employment office in Decatur.	Free Employment Agency Act (in Decatur).
Division of Danville Free Employment Office, Superintendent, Chamber of Commerce Building, Danville, Illinois.	Maintaining free employment office in Danville.	Free Employment Agency Act (in Danville).

SCOPE OF THE DEPARTMENT OF LABOR, TOGETHER WITH DUTIES OF THE VARIOUS DIVISIONS—JULY 1, 1920 TO JUNE 30, 1921—Concluded.

Division, (former name if different) supervising officer and location.	Functions.	Laws enforced (under the direction of the Director of Labor).
Division of Joliet Free Employment Office, Superintendent, 412 VanBuren St., Joliet, Illinois.	Maintaining free employment office in Joliet.	Free Employment Agency Act (in Joliet).
Division of General Advisory Board for the Illinois Free Employment Offices, five members, one of whom is Secretary; one of whom is Chairman. 116 N. Dearborn St., Chicago, Illinois.	Maintaining contact between the free employment offices and immediate locality in which the office is located.	Sec. 8, Civil Administrative Code.
Division of Chief Inspector of Private Employment Agencies, (formerly Commissioners of Labor) Chief Inspector, 808 S. Dearborn St., Chicago, Illinois.	Inspection of private employment agencies as a basis for recommendations for issuance and revocation of licenses.	Private Employment Agency Act, 1909.
Division of Factory Inspection, Chief Inspector, 1543 Transportation Building, Chicago, Illinois.	Regulation of industry and labor through the enforcement of the various labor and factory laws.	Women's Ten Hour Law, Child Labor Law, Health, Safety and Comfort Law, Wash House Law, Occupational Disease Law, Structural Law, Blower Law, Basement Blower Law, Garment Law, Bedding Law.
Industrial Commission of Illinois, (formerly Industrial Board) five members one of whom is Chairman, 303 City Hall Square Building, Chicago, Illinois.	Adjudication of the Workmen's Compensation Act. Through the Mediators and Conciliators, acts as arbitrator in industrial disputes.	Workmen's Compensation Act. Arbitration Act.





THE DEPARTMENT OF LABOR—EXECUTIVE OFFICE.

GEORGE B. ARNOLD, *Director.*

The present Director of the Department of Labor took active charge February 1, 1921, so that this report covers a period of seven calendar months under the executive direction of the previous Director, and five months under the present chief executive officer.

As the change was anticipated and the routine of the administrative report was already well established, the present report is an uninterrupted transcript of the main events of administrative routine, policy and procedure.

Covering the fiscal year beginning July 1, 1920, and ending June 30, 1921, and conforming to a policy already established, this report has been made as brief as is consistent with thoroughness and yet is voluminous and exact enough to show to all interested—as well as to the chief executive of the State—what has been accomplished during the fiscal year.

ORGANIZATION OF THE DEPARTMENT.

The general organization of the department is shown in the accompanying chart facing page 9. Reference to this chart will tend to show clearly the relationship of the various divisions, the consequent apportionment of the space in this report, together with the various points of view from which different officers have prepared their reports.

The Assistant Director of the department, a part of whose work for the last fiscal year has had to do with the Division of Labor Statistics and enforcement of the Rehabilitation Act, has been instructed to confine his report to that subject matter. From his experience during the last four years he has made several tentative recommendations to me. These, from my investigation and survey of the department seem to be well grounded.

The State Superintendent of Free Employment Offices, who has had a comparatively free rein in supervising the work of various free employment offices in the State since his appointment effective July 1, 1917, has been asked to review the happenings of the past four years, and also to make such tentative recommendations as he may deem advisable, these being based upon his past experience in the department.

The reports of the various free employment offices under the immediate supervision of the State Superintendent have been prepared in conformity to the general custom which has obtained in preceding

years. A general uniformity in treatment and, in many cases, similar recommendations by those in charge of these offices, seem to show that the management of the free employment offices in Illinois is becoming standardized. Where either administrative authorization or legislation is uniformly asked by local superintendents, such requests may, therefore, be considered as being well grounded.

The Division of General Advisory Board for the Free Employment Offices, remains substantially the same in personnel this fiscal year as the last. Its report is based upon statistical findings which make up the greater part of the paper submitted.

The Division of Chief Inspector of Private Employment Agencies again presents a most satisfactory report. This can well be brief. Much of the work done can hardly be made to show in a report, as it is a record of satisfactory adjustments—cases which have been settled without recourse to the courts—and to the satisfaction of both the complainant and the agency.

The Division of Factory Inspection having reported for the three years previous on the functions of the various laws and how these work out in detail in administration, this fiscal year submits a report based to a greater degree than previously upon its office statistics. As this office again settles into its customary routine, it is planned to require reports on alternating years which are statistical in character one year and more of an editorial nature the following year. This will provide a satisfactory basis for both statistical records and the information required by those interested in the just and correct enforcement of our factory laws.

The report of the Division of Industrial Commission of Illinois follows its usual lines. Under the provisions of the Civil Administrative Code the commission adjudicated the Workmen's Compensation Act without supervision or influence on the part of the Department of Labor. The mediators and conciliators under a voluntary arbitration law were placed, by the Code, under the supervision and direction of the Director of Labor and the arrangement by which they maintain their offices with the Industrial Commission and are routed from that office seems to be an ideal one and one that well may be continued.

SUGGESTIONS AND RECOMMENDATIONS.

In general, the recommendations made by the various appointive and civil service officers may be considered as being based upon their experience and conforming to the judgment they have shown in past administration and supervision. The Director at the present time is not so much interested in individual recommendations as he is in bringing the various functions of the individual divisions in the department into a state of harmony, that these may work to the greatest advantage for all concerned. The Civil Administrative Code has been in operation,

at the date of this writing, four years. It is not to be supposed that any legal administrative document of such length and import could be drawn so as to cover all cases which might arise. Much has been left to the discernment of the directors, it would seem. Indeed, the code almost presupposes a considerable fund of common sense on the part of the enforcing officer and his helpers. Particularly is this true in reconciling the overlapping functions of the different divisions and, through office routine, reducing to the smallest possible degree the duplication of needful work and the elimination of work that may prove of little or no value.

In older divisions customs have grown up which may, merely because of their age, bear the weight of authority. When these are compared with the more modern methods introduced in the newer divisions a basis is afforded for comparison, which makes it comparatively easy to determine whether the new or the old is better, or whether a blend of the two will yield the best results.

It will be appreciated, it is believed, that the beginning of work is hardly the time to make extended recommendations as to administrative matters. Certain progressive features touching labor and wholesome surroundings of employment have been referred to in your Excellency's speeches and addresses. These references and principles will be made a guide in all matters in departmental administration to which they appertain.

Where methods have worked satisfactorily during the last four years of the Civil Administrative Code in this department, these will be scanned closely as a means of establishing a precedent for the work of the coming three and one-half years. Where methods do not seem to have stood the strain of satisfactory administration during the past four years, these methods will be studied with care with the idea of determining whether the fault is in the one administering the law, the manner in which the law was administered, or in the law itself. Once this is determined the remedy will be simple.

SOME OF THE MORE WEIGHTY PROBLEMS.

All the problems which arise following the close of a war period are reasonably sure to present themselves during the coming fiscal year. It will be greatly a matter of prudence to be prepared for these problems—as they are pretty sure to be with us.

First in the line of probability is that of unemployment. It has been the universal rule that, following a war of any considerable size or degree of intensity, the problem of unemployment has arisen. The factories which have been running at a high rate of speed, with every attempt to increase output suddenly find their output uncalled for or the demand greatly dwindling. Workmen who have been employed overtime, as a consequence, not only find the overtime reduced but in

many cases they are thrown out of work. In addition to the workers thrown out of employment, the problem of the returning soldier is also to be considered.

UNEMPLOYMENT.

It is a striking commentary on one of the principal functions of the Department of Labor that the original idea of establishing the free employment offices was that of providing for the unemployed. The immediate history of the past four years shows that, during the war period, the free employment offices performed a function the exact opposite of that originally thought out by the framers of the employment law. The employment offices were put to it to secure workers for the various industries. With after-the-war problems at hand, however, the original function of the free employment offices, as planned by the proposers of the first law, will become operative. "Relieving unemployment" will then be an actuality.

THE WAGE PROBLEM.

As the country shades from scarcity of labor to unemployment another problem arising out of this condition is bound to come to the front. This is the wage problem. While the Department of Labor has neither legislation nor appropriation which makes it possible to gather any extended general or basic labor statistics, yet the specific problems which may arise from that condition may affect the department. The mediators and conciliators have been and are called upon to adjust differences between employer and employed which ordinarily have, as their basis, a proposed reduction of wages. Wage reduction, in fact, is one of the most difficult questions to mediate, even in the face of unemployment. This being true, it is possible that the information that will be secured on unemployment during the next year or two may well be made the basis for certain recommendations having to do with the enactment of a law touching wages and the gathering of wage statistics.

Any commission appointed to take up the subject of wages in Illinois would find itself considerably handicapped by the lack of up-to-date information. The rate of wage paid is vital to the entire labor situation. Too low wage invariably not only brings about want and distress, but increases the work of the Department of Labor to an appreciable degree.

The department has cooperated in the past with the Federal Department of Labor in gathering some wage statistics in certain industries in some of the larger cities in the State. This work could be made to furnish a basis showing the methods to be used in procuring, arranging and tabulating such statistics.

REGULATION OF LICENSED EMPLOYMENT AGENCIES.

Second among the problems of the department and one having to do with the employment situation is the matter of regulation of licensed

employment offices. When the need for a job is great there is every temptation to take advantage of this fact by charging the patron a high price for bringing worker and employer together. Certain high grade agencies seem careful always to maintain a scale of charges which are well within reason. Other agencies, seeing the throngs of applicants for each job are tempted to capitalize the "other fellow's misfortune," by making him pay as much as he can for securing employment.

It is my understanding that a committee of the highest grade employment agencies in Chicago have in the past advised the Department of Labor of willingness to aid in sponsoring an employment law which will tend to correct this evil. Various leaders high in the councils of organized labor have also announced their willingness to serve on a committee of this kind. The present chief inspector of private employment agencies has had a wealth of successful experience in dealing with this problem. There are other sources of note, and during the next period of unemployment is a good time to make the necessary observations for such legislation. This done, when the legislature convenes there could be placed before that body, a concrete proposal for a law or an amendment to the present law, satisfactory to all parties concerned, which would amply protect the exploitation of the one in search of a job.

THE PROPER COLLECTION OF STATISTICS.

Third among the problems of the department is the entire statistical problem which is mentioned in the report of the Division of Labor Statistics. The present Rehabilitation Act, given in detail in the report of the Division of Labor Statistics can well, it is believed, be enforced during 1921 and 1922 though there is no specific appropriation for its enforcement. As the need for the employer to report on the number of soldiers and sailors re-employed, grows less each year, it might be well to ask for the enactment of a law taking the place of the Rehabilitation Act. The employer has become accustomed to reporting under this act and it works no particular hardship on him, as a clerk can furnish the required information from the company's books after a short investigation. By transforming this Rehabilitation Act into a census act with the requirements spoken of later in this and in other reports of the Department of Labor, a faulty statistical condition would be adequately provided for.

OCCUPATIONAL DISEASE LAW EXTENSION.

Fourth among the general recommendations is that the Occupational Disease Law be extended so as to include the recognition of compensation for occupational disease contracted while in the employ of the person, firm or corporation. The legislation of other states and the recommendations of those thoroughly conversant with the subject as given further on in this report may be the basis for action.

RELATIONSHIP OF THE STATE AND FEDERAL DEPARTMENTS OF LABOR.

Many of the functions of the Illinois Department of Labor are similar to or have been made the pattern for work by the Federal Department. As an instance, the Federal Child Labor Law has many points of similarity with the Illinois law, the latter being originally enacted twenty-nine years ago.

It would seem that with the great field open for work in raising the standard of labor conditions throughout the United States, the overlapping of Federal and State laws might be prevented by the appointment of a permanent committee to confer with the Federal Department of Labor so that harmony might be maintained between the Federal branch and the State branch of labor administration.

As soon as the unemployment situation grows less acute, this department may, therefore, do some basic work to determine what can be done that future national and State labor legislation be made to reenforce each other, rather than overlap and interfere.

APPRECIATION.

The department wishes to acknowledge hearty appreciation of the many courtesies extended by the outgoing legislature and to thank that honorable body for considerate and courteous treatment. Fellow workers, also, throughout the department have cooperated willingly in making any changes in routine or administration which seemed necessary. The public also has shown a changing opinion toward labor and the department representing the worker. With a constantly growing list of workers in industry, increasing to a degree greater than the average increase in population; with the increasing complexity of industrial life—which tends to wear out the worker long before his normal period of usefulness would be ended; and with the growing sentiment to see that workers of every class and line receive just and due treatment, it is felt that the importance of labor as a factor in industry and our national growth and welfare is even more firmly established and recognized.

DIVISION OF LABOR STATISTICS.

BURT C. BEAN, *Assistant Director, Acting Secretary.*

During the four years the Civil Administrative Code has been in effect, the Division of Labor Statistics has called for comparatively little attention. This has not been the result of neglect; it is due solely to the fact that the Department of Labor lacks legislation which makes efficient functioning along statistical lines difficult and costly, if not impossible. Certain important deductions may be made, it is true, by the various divisions, from statistical information compiled by them, but correlated information of a high degree of value cannot be secured under the present laws.

Reference only need be made to the First Annual Report of the Department of Labor, for the fiscal year closing June 30, 1918—the first year under the Civil Administrative Code—to see in what state one phase of the statistical situation was—and is—in, in the Department of Labor, as there has been little change since that time, in the laws mentioned. Inasmuch as the same situation, with the exception of the changes noted, exists, today as it did the first year of the Civil Administrative Code, the following extract from the above named report is given:

METHODS OF REPORTING ACCIDENTS BY EMPLOYERS IN ILLINOIS.

By an act effective July 1, 1907, it was made the duty of every employer in the State of Illinois employing laborers, mechanics, miners, clerks, or other servants, or employees of any character, to make an immediate report to the Bureau of Labor Statistics of every fatal accident, and also to make a report of every non-fatal accident by which the one injured was incapacitated for thirty days or more.

Under an act which became effective January 1, 1910, known as "An Act to Provide for the Health, Safety and Comfort of Employees," it is the duty of the owner, lessee, superintendent or person in charge of any factory, mercantile establishment or work shop in the State of Illinois, to send an immediate report of all fatal accidents to the Chief State Factory Inspector. This act further provides that between the 15th and 25th of every month, such employers shall report injuries occurring to their employees during the previous calendar month, entailing a loss of time of fifteen successive days or more.

A subsection of that section provides that the reporting of accidents as provided, releases any employer making such reports from reporting to any other State officer, board or commission.

Under an act enforced July 1, 1917, known as the "Workmen's Compensation Act," it is made the duty of every employer in the State of Illinois operating under the provisions of that Act, to make an immediate report of all fatal accidents to the Industrial Commission, and further provides that such employer shall report to the Industrial Commission, between the 15th and 25th of each month, all accidental

injuries to employees, entailing a loss to the worker of more than one week's time. A part of that section provides that the making of reports as provided in the Workmen's Compensation Act shall release the employer under provisions of said act from making such a report to any other officer of the State.

Compliance with the law for reports as provided by the Workmen's Compensation Act and the Health, Safety and Comfort Act, seems to relieve the employer of the need of reporting under the 1907 law, although that law has never been directly repealed. The Workmen's Compensation Act, being the latest of these acts passed and requiring a report on the loss of time of the least number of days and seeming to cover all of the factories, mercantile establishments, etc., affected by the Health, Safety and Comfort Act, seems to take away certain reportorial requirements from the latter. Accident reports as now made to the Industrial Commission are also reported, in part, to the office of the Factory Inspector and further cooperation between those offices is planned.

One of the provisions of the Mining Act requires an immediate report of all fatal accidents, through the Division of Inspection, the Department of Mines and Minerals. At the end of the fiscal year a report on all non-fatal accidents entailing a loss of thirty days time or more in coal mines is assembled for that department.

A section of the Public Utilities Act requires that every public utility shall make report of accidents to the Public Utility Commission.

It is plainly evident that there is considerable conflict in the laws governing accident reporting. Confusion consequently results, as the employer is not certain to whom a report is to be forwarded, and often is in doubt as to what accidents are to be reported. The department plans to ask—after consultation with all departments concerned—for a law covering a simplified system of accident reporting. This, if obtained, will be greatly to the advantage of both employer and employed and make possible accurate deductions of conclusions having to do with accidents in industry.

The interpolations show concisely the changes that have been made, and it needs little time spent in deduction to note not only the fact that legislative matters move slowly in correcting statistical faults, but that there is no adequate basis of comparison for statistics when these are arranged.

What is most needed to make the Division of Labor Statistics of great value to the State is some means of taking an industrial census so that there may be a basis of comparison for the tables that are now being compiled by some of the various divisions of the department.

As to exactly the manner in which this information should be gathered, there has been considerable discussion—mainly touching on the ways in which it cannot be done. The utter failure of a committee which was appointed to bring about something to secure uniform statistics, not only for the Department of Labor, but for the various departments of the State, is to be borne in mind. It was the belief that something might be done to secure uniform statistics throughout the State and a committee did some work toward that end. The proposers of the plan had a definite idea in mind—that of first securing legislation which would make automatic the taking of a census, and then unify the many divergent systems in use in the State so that these would connect up with the census. As it was felt that enlightenment was needed, an

"eminent statistical authority" was secured—his remarks listened to with respect and the matter was permitted to die a natural death.

The field for promoting statistical uniformity, therefore, remains open and should be an attractive one to those who have an interest in securing efficiency in the expenditure of time and effort.

The efforts of the committee referred to showed that a uniform system of statistics would be of interchangeable value and the more enthusiastic ones seemed to think that the subject was of importance enough to warrant some centralized body being authorized by legislation, this division to be under the jurisdiction of the Department of Finance and the information so secured to be transmitted to the various departments as needed. Others regarded the statistical problem as being necessarily contained within the individual departments, and looked with scant favor on any centralization. However, these questions seem rather academic, inasmuch as the discussion was followed by little or no action.

From the experience of the department, it would seem that the census being the important feature, that those interested in that phase of the matter could work together and secure authorization for a census of some character to be taken annually. The Department of Labor is interested in the taking of an industrial census along with the Department of Mines and Minerals, the Department of Public Health, and to some extent the Department of Public Welfare.

This department particularly needs to know the ratios existing between those actually employed in the various industries and those incapacitated through illness, accident and death. All matters of compensation should—for comparative purposes—be connected with and based upon the number of workers in the particular business or trade being studied. If 2,000 workers are employed in a given trade and ten are injured in a given month and in the corresponding month the following year 100 are injured, what chance is there for comparison if it is not known whether 2,000 or 50,000 were employed?

Aside from the difficulty of getting adequate statistical legislation, there is the difficulty of formulating a system which will procure the required information with comparatively little trouble. The history of the various systems of labor statistics now in operation in the various departments of the State seems usually to be about as follows:

With the enactment of a law authorizing a division, commission, board or department the matter of statistics—unless specifically authorized was usually taken care of in a routine manner. In some cases great detail was employed; in others only various figures were compiled. As the various boards, commissions and departments were made over into divisions by the Civil Administrative Code the statistical practices inherited by a division usually had little to commend it. Being so

firmly intrenched, however, those practices are, for the most part continued until today.

Attention is called to this condition, that it may be corrected some time in the future.

THE REHABILITATION ACT.

Under the law, commonly known as the Rehabilitation Act, the Director of Labor is given certain powers having to do with the re-employment of former service men. These powers are in the main, given in section 2 of the law, as follows:

§ 2. The Director of Labor is hereby authorized and directed to investigate the matter of reemployment of soldiers and sailors honorably discharged from the military or naval service of the United States, in order to bring about and to promote their speedy restoration to the industrial status formerly occupied by them. To that end he shall make use of all available information disclosed by records and statistics of his office, and he shall wherever and whenever possible and practicable advise with, and mediate between, employers and such discharged soldiers and sailors and he shall cooperate with patriotic organizations in efforts to bring about a prompt rehabilitation in industry of such discharged soldiers and sailors; he shall from time to time make such recommendations to employers as shall be deemed fit and reasonable in order to advance and promote such replacements in industry as shall be most advantageous to soldiers and sailors discharged from the naval or military service of the United States.

As many requests are received in the course of administration of the law, the following have been made, for the information and guidance of those reporting:

RULING NO. 1.

DUPLICATE LETTER AND FORMS RECEIVED BY FIRM.

Where a duplicate request and blanks are received by a firm after having turned in a report, as of November 15, or thereabouts, there is no necessity for sending in a second blank.

In the preparation of the list of Illinois employers of labor it is probable that a small per cent of duplication may occur.

Where a report suitably filled out has been deposited in the mail, the firm receiving a duplicate request will understand that such duplication comes from error in the list and act accordingly.

RULING NO. 7.

DATE OF RETURN.

Careful reading of section 1 will show that the Director of Labor is given the power to call for a report under the Rehabilitation Act at such date as he may determine necessary. Particularly where work is seasonal in character, as in the case of canning industries, shall the report be asked for in season.

RULING NO. 6.

WHO ARE EMPLOYERS OF LABOR?

The Rehabilitation Act, section 1, says "that every employer of labor," shall file a statement.

The term "employer of labor," is a broad one and includes employers of workers of all kinds. "Office help" is held to be "labor," under the law.

RULING NO. 5.

COMPANIES ORGANIZED AFTER NOVEMBER 12, 1918.

The Rehabilitation Act states in section 1, "that every employer of labor employing five or more employees," so giving no exception to firms or corporations organized after November 12, 1918.

A part of the law makes necessary that the number of workers be listed according to the schedule given on the report blank.

Therefore, firms organized after the close of the period of war are required under the law to report and can answer Question No. 7 with, "None, Company or Corporation not organized at that time."

RULING NO. 4.

CORPORATIONS, AS RAILROADS, HAVING BRANCHES OR DIVISIONS.

Where a corporation has branches or divisions throughout the State, it is optional with the company whether an individual report is filed for each division or whether the same information is given on a single report, in total.

Where a railway is superintended from a point in Illinois it is evident that the intent of the law is that workers hired in Illinois shall be reported. Workers hired outside of Illinois, as engineers, conductors and the like, and making runs from division points outside of Illinois into Illinois need not be included. In case it is necessary to include them, the one making out the report will so state.

RULING NO. 3.

MEANING OF REQUEST, "STATE NUMBER OF SUCH EMPLOYEES RE-EMPLOYED BY YOU."

The intent of the Rehabilitation Act seems plain as regards employees leaving their employment and being re-employed.

Question 7 asks for "Number of employees who left your employment to enter naval or military service of the United States between April 25, 1917, and November 12, 1918."

This section of the law cannot be made plainer by comment. If carefully read it can mean but one thing. No matter when the report is made, Question No. 7 refers to employees leaving employment between the dates given.

Question 8 also, if carefully read, can mean but one thing, the "Number of such former employees who have been re-employed up to the date on which this report is sent." This includes the total number beginning with the first service employee re-employed at any time and ending with the last service employee re-employed up to the time of making out this report.

RULING NO. 2.

WHERE A COMPANY GOES INTO LIQUIDATION.

Bankruptcy, either voluntary or involuntary or termination of a firm or corporation by any means prior to November 15, 1920, makes it necessary for such firm to fill out and file with the Department of Labor statement under the Rehabilitation Act, as reports for the year 1920 are as of November 15, or later.

RULING NO. 8.

"LESS THAN FIVE PERSONS EMPLOYED."

The Rehabilitation Act plainly states "that it applies to every employer of labor, employing five or more employees * * *."

By implication an employer of labor employing from one to four people is not required to report.

Where an employer avails himself of the service of the members of his family or other immediate relatives and gives or allows them in return any valuable consideration, they may be considered employees under this act, and if five or more in number shall be required to report.

RULING NO. 9.

EMPLOYMENT OF WOMEN ONLY.

Where a firm or corporation employs women only, report shall be made the same as if men were employed. The law specifically states, "every employer of labor, employing five or more employees * * * shall * * * file * * * a statement." The law does not restrict the filing of this report to those employing male labor, but by statement specifically says, "employees," without designating their sex.

Employers of female labor only, therefore are required to report under the law.

RULING NO. 10.

REQUEST FOR INFORMATION.

Section 3 of the Rehabilitation Act says in part, "in no case shall the statistics be so arranged or information so used as to reveal the affairs of any single employer. Where a firm or its duly accredited legal or business representative wishes a duplicate of a previous report, this, if on file, will be forwarded as an act of courtesy, though not required under the law. Where an attorney or business representative of a firm requests such information it will be necessary to file with the Department of Labor a statement properly certified to, showing that such representation is actual and legal, and that the one making such request is authorized to make it by the firm originally making the report.

RULING NO. 11.

FOREIGN CORPORATIONS.

Foreign corporations, manufacturing or otherwise, conducting their business outside of the State, are not required to report any business operations outside of the State but only to list employees, if five or more, actually domiciled within the State or having their headquarters there.

RULING NO. 12.

ACKNOWLEDGMENT OF REPORT.

Ordinarily, no acknowledgment is made of reports properly filled out and deposited in the mail and received by the Department of Labor.

In special cases where a request is made, acknowledgment will be sent in due course.

RULING NO. 13.

CERTIFYING TO INFORMATION ON BLANK.

Where certain conditions obtain in which it is apparent that a company does not need to report but wishes to have certain information filed with the Department of Labor, a notation on the Rehabilitation form may be made if desired so that the form may be duly filed, preventing request another year for information.

RULING NO. 14.

There is no provision under the law by which the Director of Labor is authorized to waive or exempt any firm employing five or more workers from reporting. The law specifically states that "every employer shall file a blank."

RULING NO. 15.

SHUT-DOWNS.

Where a plant is shut down or working part time with less than 25 per cent of its regular number of workers, date the form back to the last normal run and give information as of that time.

The following tabulation shows the essential facts concerning firms reporting in 1921:

EMPLOYERS' REPORT UNDER THE REHABILITATION ACT (1921).

	Number of firms.	Number of employees.	Number of employees over 16 years.		Number of employees under 16 years.		Number of employees leaving for service.		Number of employees re-employed.	
			Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Towns outside of Chicago with five or more employees	4,410	281,164	228,023	50,843	1,624	674	27,440	24	17,187	5
Towns outside of Chicago with less than five employees	418	1,281	947	321	13	-----	150	-----	140	-----
Total number of firms reporting outside of Chicago	4,828	282,445	228,970	51,164	1,637	674	27,590	24	17,327	5
Chicago firms with five or more employees	9,287	872,910	646,057	215,298	6,313	5,242	75,797	98	50,882	54
Chicago firms with less than five employees	783	2,353	1,824	508	15	6	208	-----	192	-----
Total number of firms reporting in Chicago	10,070	875,263	647,881	215,806	6,328	5,248	76,005	98	51,074	54
Number of firms out of business in Illinois	125	-----	-----	-----	-----	-----	-----	-----	-----	-----
Total number of firms reporting in Illinois	15,019	1,157,708	876,851	266,970	7,965	5,922	103,595	122	68,401	59
Firms outside of State doing business in Illinois	88	34,391	32,376	2,001	14	-----	2,523	-----	1,871	-----
Grand total	15,107	1,192,099	909,227	268,971	7,979	5,922	106,118	122	70,272	59

DIVISION OF STATE SUPERINTENDENT OF FREE EMPLOYMENT OFFICES.

W. C. LEWMAN, *State Superintendent.*

Now that the Civil Administrative Code has been in operation for four years, a term usually considered a unit in administrative affairs, this is a good time to note how the code has worked out with reference to centralized supervision of the free employment offices. This report, therefore, deals to some extent with events of the past four years, as well as conditions of merely the last fiscal year.

MODIFICATION OF TITLE.

With the advent of the Civil Administrative Code and the consequent separation of the "free" offices and the "pay" (or licensed) offices from supervision of the old Bureau of Labor Statistics, the superintendence of all free employment offices was placed in the hands of a code officer, appointed by the Governor, this officer being designated under the code as Superintendent of Free Employment Offices. The Superintendent of the Chicago Free Employment Offices, a civil service employee, through the authority of the code, was given the title, General Superintendent. Noting that the similarity of these two titles might lead to confusion, upon the recommendation of a committee on uniformity acting for the directors of the various departments, it was recommended that the code officer, having jurisdiction over all offices in the State, should be identified by prefixing the word "State" to the code title. Acting upon this recommendation, division and superintendent, as noted above, are designated "Division of State Superintendent of Free Employment Offices," and "Superintendent of Free Employment Offices," respectively. Owing to this ruling, there has been little or no confusion on account of the similarity of the terms, other than the fact that early in 1917 the Civil Service Commission planned to hold an examination for the code office, having mistaken it for an office under that commission's jurisdiction.

DUTIES.

The duties of the State Superintendent of Free Employment Offices indicated in general by the code, were more specifically defined by the Director of the department and by a committee appointed by the directors for that purpose, soon after the code became operative.

In general, the State Superintendent is required to see that the interests of all concerned in employment matters are amply protected. The parties to such interests are the public—which only realizes the vast importance of regular employment when it is interrupted; the worker—who must have regular employment in order to live and maintain his home and family; and the employment offices—which offer means by which not only the worker who is out of work can secure employment, but offer an opportunity for the worker to advance himself to a better position as his abilities warrant.

From these general interests—those of the public, the worker, and the means of supplying the worker with a job—it has been possible, under the legal sanction granted by the code, to make the duties of the State Superintendent specifically helpful, so as to make for both surety of employment and advancement of those employed.

(1) GENERAL SUPERINTENDENCE.

The first duty of the State Superintendent is, as the title implies, the superintendence of the various free employment offices of the State. With the beginning of the present form of organization, July 1, 1917, there were six free employment offices, the country offices operating at Rockford, Rock Island-Moline, Peoria, East St. Louis and Springfield. At that time, the Chicago office also maintained branch offices, the better to make placements in localities more remote from the loop.

At the date of this report, June 30, 1921, in addition to the offices named above, the following offices have been established: Aurora, Bloomington, Decatur, Danville, Joliet, Chicago Colored.

A glance at the accompanying chart, "Establishment of Free Employment Offices," will show the number and status of all free employment offices now being conducted in the State.

Superintendence of these offices, in great part because of the high character and ability of those performing the work, has been greatly simplified. When a local superintendent is not only willing but anxious to cooperate and has a thorough knowledge of local conditions, this is a great aid to the State Superintendent, who is able to get all offices working according to a single, definite, unified plan.

A definite effort has been made to get the good-will and complete cooperation of the employer, in each locality. It is to be remembered that it was through the insistence of the labor interests that the first free employment office was established, and for many years it was currently supposed by many employers that such offices were mainly for the benefit of the worker. Indeed, it seems that the employer gave little attention—previous to the last six or eight years—to the employment situation. He simply was carrying out an undefined policy of neglect. He was not "sold" on the free employment offices—even if he knew of their existence. The average employer, with prospective workers making applica-

tion for employment, is quite justified in having his ideas on how to procure help, more or less firmly fixed. In the past, particularly, it may have taken a great deal to bring him around to the point of view where he would admit that a "politically-managed employment office," as he might term it, could fill a real need.

One of the superintendents of one of the older State employment offices, has, at the suggestion of the State Superintendent, made a thorough study of the attitude of the local employer of labor in the country town. This study has brought out some interesting information. First, is that the system of having an employment manager for a firm and have that officer do the hiring, is only slowly making its way from the cities to the country. Second, outside of the city—where the employers have been familiar with the advantages of securing help through employment offices (both free offices and pay agencies), that employers—unless previously instructed—are not generally familiar with the advantages to be derived from dealing with the free employment office in their locality.

In many cases, the employer of labor may have a hazy idea that the State Free Employment Offices are merely for the purpose of supplying common labor, such as workers on railways, streets, highways and filling other jobs where strength is the main qualification. There is some excuse for certain employers holding to this view. The beginning of the movement for free employment offices was based on the "unemployment idea." The offices were authorized by law that unemployment might be reduced. Now, it is a well-known fact that first impressions remain. Quite a stir was made when, some twenty years ago, the free employment idea began to crystallize. The impression then created has persisted to a marked degree—that the offices are merely to deal with unemployment.

Unemployment naturally, first and most commonly is to be met in the ranks of common labor. Not only is common labor migratory in character, but the common laborer is the first to feel the pinch of coming hard times. In the best of times the common laborer moves from place to place because he is pretty sure of a job wherever he goes. Liking travel, and finding the local free employment office an easy means of changing his case, he has but to strike a town where there is a free employment office and he is pretty sure to be provided for. When work is slack, the migratory worker heads for a free employment office as soon as he strikes a locality having one, as it is a place where he is sure of decent treatment and information concerning the probability of employment.

So it is that the free employment office is not only a barometer indicating the presence or absence of industrial storms, but because of its life-saving qualities for the transient worker, it may lead the unthinking employer of labor into the hasty conclusion that the State free employ-

ment offices are of value only to the employer *when he needs common labor.*

Realizing this condition after my first visit to the field in 1917, and noting the necessity of educating the employer of labor, I was careful to impress upon each superintendent the need of getting in close touch with the employer. For the employer, basically and in all events, is not only the key to the employment situation but he is the one who must be looked to in part to insure the continuance and extension of the employment service throughout the State and the United States. If the employer is satisfied and pleased with the work done by the free employment offices, this satisfaction will be reflected in his attitude toward legislation favorable toward them, as well as in helping—through his cooperation—to make them practical and a benefit to the workers and the community. It has been said that while great credit to labor must be given in demanding the establishment of free employment offices, that a great deal of their worth and value to the worker must come through the employer being a continuous and satisfied patron.

In several cases, I found that the superintendent of an office from the start had not only made a thorough canvass of employers by telephone, but in many cases had made calls upon the employers in his territory, with as much care and thoroughness as though he were a salesman selling the trade. Not only did these salesmanship methods help directly in letting the employer know what kind of service he could expect, but such calls were of great benefit to the superintendent. It is good placement practice wherever possible, to be able to visualize the job to which an applicant is to be sent. Where a business has provided attractive surroundings and has gone to considerable expense to make the worker even more comfortable than the present health, safety and comfort laws require, such business has earned the right to have the highest grade available workers sent to its employment manager. Where a business has made little effort to make working conditions pleasant and agreeable, such a business should be borne in mind as being of that grade and the worker given a chance at the better grade employment wherever possible.

PROPOSED COOPERATION WITH THE DIVISION OF FACTORY INSPECTION.

The foregoing observation leads to a suggestion which it is possible may be worked out during the next few years, i. e., closer cooperation between the free employment offices and the Division of Factory Inspection. That division employs some thirty inspectors who are in close touch with the various industries of the State. Not only do the inspectors, as individuals accumulate a great deal of valuable information concerning Illinois industries, but the mass information so secured and tabulated must be of great value to the free employment offices. How to utilize this information to best advantage can best be determined, it

would seem, by making this the subject of a joint meeting at which methods of cooperation might be discussed and arranged for.

One method of cooperation was used to a limited extent during the war when the same free employment offices distributed literature for one of the divisions, and also, with the enactment of a searching law calling for the inspection of mattress and bedding factories, the free employment offices were able to give information in some cases which proved of aid in securing immediate results.

That there may be a basis of discussion along paying lines, there have been listed below various points which might be considered and acted upon at a joint meeting such as suggested above.

(1) *Mutual Distribution of Literature.*

Since the establishment of the Civil Administrative Code and the consolidation and centralization of the various boards, commissions, etc., there have been a great number of plans discussed having to do with distribution of literature. Inspectors, calling upon a large number of firms in the course of a month and having, because of the authority granted them by the law, power to command attention, seem to be logically, the distributors of literature for the department, or for any of the other divisions.

Up to the time of the issuance of this report, little systematic work of this kind has been done. During the four years last past, there has been little or no funds available for the preparation of printed matter for distribution. While it is a fact that there should be some advertising matter put out by the free employment offices, yet the finance department—during the first three and one-half years of its existence resolutely opposed any expenditures for advertising purposes. Prior to that time blotters and some other forms of small advertising had been used, but no systematic method of advertising has—up to the time this report is issued—been employed.

Under the guidance of a skilled advertising writer, a number of booklets might well be prepared, giving the scope and functions of the free employment office system as it is now being exercised in Illinois. A small pamphlet would suffice and from the success of this pamphlet could be determined what future material of a similar class might be issued.

Once a pamphlet or other matter of a similar character is prepared, it would add little to the work of any inspector to assist in the distribution of these pamphlets. In return for this distribution the various free employment offices could aid materially in the enforcement of factory inspection laws, by keeping a supply of literature on hand and by acting as general informant, where necessary, prior to the call of an inspector.

(2) Exchange of Information.

The Division of Factory Inspection through its continuous inspections—made as these are from year to year—accumulates a great deal of statistical information. Without doubt, this information, suitably arranged and correlated would be of value in extending the business of the free employment offices. Where the required information is not immediately available, it could, it is probable, be supplied by a simple modification of information procured or tabulated.

In return for information so supplied by the Division of Factory Inspection, it would be possible to report the opening of new businesses—which would call for inspections—or the existence of conditions in older established firms, which might call for immediate inspection.

(3) General Benefits.

In general, it would seem that the work of all inspection divisions would benefit from the help that can be given by the free employment offices and it is a certainty that the offices could benefit greatly from information and cooperation given by the Division of Factory Inspection.

EDUCATION OF THE WOMAN EMPLOYER.

Considerable space has been devoted just ahead in advancing the principle that the employer needs education as to how the free employment offices can benefit him. Such argument assumes that the employer is of the male persuasion. In a majority of cases this is so, but there are an increasing number of female employers and, what has always been of importance in making short time placements, women employ transient workers to a considerable degree.

Seasonal work, spading gardens, beating rugs, helping with housecleaning, firing furnaces and employment of like character often is contracted for by the "lady of the house." Once she learns that she can secure dependable workers merely by calling up on the 'phone, a permanent patron for the employment office has been made. Not only has a patron been created, but it is more than probable that the small sum spent by the housewife on labor has been of substantial help to the transient worker who benefits financially by the transaction.

In many of the offices a woman clientage has been built up, which—once it has found that dependable help can be furnished—becomes permanent. When particularly good transient help is available, it has been found the best of policies to do active solicitation over the 'phone to place the worker. The patron is invariably pleased at being remembered and the effect upon the worker is of the best as he realizes that an effort is being made to see that he is placed.

STATISTICS.

The statistical value of such records as have been completed by the various free employment offices has suffered from the fact that there has been no practical, workable census of employers and employed, available. This fact has been touched upon in previous reports, but it cannot be too often emphasized that statistics without a basis of comparison are of comparatively little worth.

If it is known, for instance, that there is a definite number of carpenters in the State and the report is made that sixty thousand are out of work, the degree of unemployment may be determined to a degree that makes the resulting deductions of value to builders, workers, arbitrators and the public at large. Information such as this calls for, makes necessary an accurate industrial census. Were the machinery for such a census in operation, it would be possible to provide statistical information to anyone applying for it, suited to the particular needs of the one making the application.

SEASONAL INDUSTRIES.

One of the most important of the seasonal industries is the canning industry. In connection with the canning industries two problems arise. The first is a matter of State policy, the second a matter of State law.

Regarding the proper policy of the State there has been some question and debate as to the stand that should be taken in shipping workers out of the State. Across the border are a number of canning factories which—with the advent of a "big crop" may find their needs for labor most pressing. It has been the policy to supply the needs of out-of-the-State employers, where these needs do not conflict with the needs of the employers in the State. By putting the necessities of State employers—taxed as they are to support the State institutions—ahead of all outside interests, this makes a principle which not only seems to be basically right, but one which has worked out to the satisfaction of all concerned.

It is also not to be forgotten that the worker has, under the act creating the free employment offices, his right to employment, if the office has it listed. He further would seem to have the right to choose from among available opportunities open the one which—because of its location, working conditions or wages paid or the like—he prefers.

Fortunately, through care exercised in protecting the rights of all concerned, it has been possible to safeguard the interests of both employer and employed in connection with placements with seasonal industries, both within and without the State.

A second matter calling for a ruling from the department at times has to do with the employment of female labor during the canning season. There seems to be no good reason why the usual exemptions made in connection with canning factories in certain other states should not be enacted into law in this State. Those in favor of such enactment give the following reasons:



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The canning of farm and garden products calls for the greatest possible haste when fruit or vegetables are waiting. Any delay causes immediate depreciation of the product. A hot night, as an instance, may cause ten to one hundred times the loss that would be represented by overtime wages of women who are at hand and willing to work an additional five to ten hours in order to preserve the fruit. Under the present limitation of women's work hours to ten in any one day this is not legally possible. The human factor also enters into the problem of seasonal labor. In canning factories, as an instance, there is generally a strong inclination on the part of all workers to make as much money during the short working season as possible. For some workers this is the only time of the year when they "work out." Nearby workers use the canning season as a time for getting the year's pocket-money. Others come out from the city for a change of work and scene and want to take back as much money with them as possible. Those following seasonal work regularly usually want to work as long hours as possible.

Under the circumstances set forth just ahead, therefore, it might be reasonably inferred that, when any legislation for amending the present Women's Ten Hour Law is being considered, a provision exempting the seasonal industries usually exempted in certain other states would be welcomed by the free employment offices as well as by the seasonal industries and the workers themselves.

WHAT IS UNEMPLOYMENT?

It has been stated above that the early conception of the function of the Illinois free employment offices was that of reducing unemployment. As the extent and importance of the work done by the free employment offices increases from year to year and as the offices are looked to actually to reduce unemployment below the normal it is now a good time, it would seem, to determine what is "normal" unemployment.

Here again we come sharply against the need of an industrial census in the State. Were it possible to know accurately the number engaged in the various trades and industries, the degree of unemployment might be calculated so that the figures so obtained would be of great value. When Hornell Hart made his studies of unemployment in the United States from 1902 to 1907, placing the unemployment figures at 2,500,000 or not quite 10 per cent of the "active supply," he was obliged to base his estimates on a population of approximately ten years ago. This means of course that there is probably a basic inaccuracy which makes the deductions merely on the basis of an estimate.

Once the total number of workers can be computed it will be possible to put into effect some plan for determining the percentage of unemployment in Illinois among the workers of the State. Situated as Chicago, East St. Louis, Rock Island and Rockford are, within easy access of the workers from other states, and noting the influx of workers

from outside of Illinois, it is to be seen that our percentage of unemployment may be brought up by the influx of idle from other states. In record-keeping to determine the percentage of unemployment in the State, it would be a simple matter to classify workers as to residence. Those who were actual residents of the State for a year or more might be included in one class while those under one year might constitute another class. Still another classification might be made, it is possible, by keeping track of those applications from "new-comers," those who had lately—as within 30, 60 or 90 days, come to the State in search of a job.

In further extension of this idea it has been proposed that some form of report might be required of employers, in which they give the number of workers employed, together with any increase or decrease, when such increase or decrease amounts to 10 per cent or more of the working force. Such a report would furnish a fairly exact barometer of employment—and unemployment—throughout the entire State. Such information accurately tabulated, would give an index to employment which would be of value to all.

REDUCTION OF TURNOVER.

One of the many problems which confront the employment agency manager is that of turnover. By "turnover" is meant the degree of change which is made by a firm in replacing any employees with others.

This definition may need some study, as it limits turnover strictly to replacements of working employees and is calculated by comparing the number of replacements with the total number employed. For instance, if a firm employs one hundred workers and ten of these are replaced in a given month by ten workers doing substantially the same kind of work, there is obviously a turnover of 10 per cent of the total. This computation, however, may be unfair. The ten jobs on which the computation is based may be extremely difficult to hold or be underpaid, or both. In such case, the 10 per cent turnover may take place in one department of the business, there being no turnover at all in the remaining departments.

This is merely one of the phases of inaccuracy which may result from computing turnover on the entire number of workers which is probably the most common method of computation.

It may be possible, as statistical methods improve or some system is introduced in the practice of statistics, to compute turnover by departments in the various businesses of the State. Merely turnover computed on the departmental divisions as now made in the various businesses will show plainly where the greatest turnover occurs. A standard once established, it would be comparatively easy for any business to note any rise in turnover, have the cause investigated and, the cause being removed, the high rate would be automatically adjusted.

Aside from the statistical value of figures on turnover, the subject is of great importance to the free employment office manager. He deals largely with the class of workers who are participants in the highest rate of turnover. Common labor particularly not only is placed more often but is turned more often than the other grades of labor.

It has been the policy of this division in conforming to the general policy of the department, to aid in keeping labor turnover from costing either the worker or the employer. When workers of high grade in times of work which normally does not call for shifts are participants to a considerable degree in labor turnover, the cost must be met by the business and probably is in entirety or in great part. It costs money to "break in a new man," and it would seem to be a reasonable presumption that the worker must pay for his own training.

It may be and often is argued that the free employment offices should seek out the competent worker and help him to advance. Whatever the theoretical or pedagogical value of this view may be, it remains a fact that the free employment offices are kept busy *placing those who apply and those applied for.*

In the first case there is no cause to add to turnover; in the second case, it normally is always possible to supply the employer from among those who have applications on file.

Free employment office superintendents often hear the argument that where the superintendent knows of cases where a worker might be greatly benefitted by being transferred to another position it would be the thing to do to take the responsibility for making the change. Except in extraordinary cases this has been avoided.

It is a simple matter for a worker who wishes a better position to keep his application on file and to keep in close touch with the superintendent, advising him as to what improvement he is making in his work or what change he has in mind as a possible advancement, even though there were no increase in wages or salary. Such contact shows enterprise and identifies a worker as one who if not shifted, will shift himself, so that it works no hardship on the employer to place the worker when a favorable opportunity offers.

It is to be remembered that the functions of the free employment offices and the licensed employment offices are quite different in scope. The agency operating under a license from the State is in business to make money for its owners or stockholders. The greater the turnover in positions the greater the profits.

In other words, the licensed employment agency is vitally interested in turnover, for the greater the turnover the greater the profits. With the free employment office there is no need for cultivating turnover for the good record of the free employment office depends as much upon non-interference with the worker or the business with which he is employed as it does upon a large volume of placements. True, activity is com-

DIVISION OF CHICAGO FREE EMPLOYMENT OFFICES.

CHARLES J. BOYD, General Superintendent.

In taking a retrospection of the activities of the Chicago offices of the Illinois Free Employment Service during the last fiscal year, we feel that much has been accomplished and that the good will of others who were engaged in an effort to meet the unusual industrial situation has been firmly established.

There is no gainsaying that this period has been a trying one for all, when it is realized that from a condition where there were only 98 persons applying for each 100 jobs, which was the condition in August, 1920, we reached a time where there were 329 persons registered for each 100 opportunities for work in the Chicago offices. This occurred in January, 1921, and from then on a slight improvement began to take place and continued until June, 1921, at which time a slight slump began to occur. At the end of the month the record showed that there were 309 persons registered for each 100 jobs available.

The following tables show the activities of the three Chicago offices for the fiscal year beginning July 1, 1920, and ending June 30, 1921. The number of persons registered, the number of help wanted, the number referred to positions and the number actually placed, together with the number of persons registered, both sexes, for each 100 opportunities for employment is given.

There is also included a table showing the number of persons registered in the 20 main classifications and the number of opportunities for work, the number referred and placed in each of these classifications.

While matching the jobless man with the manless job without cost to either is the function for which the Illinois Free Employment Service was created, there are a great many other things to be done in connection with this service in order that the most successful results may be accomplished. Especially was this true during the period when there was an average of over two persons applying for every job. This condition called for extra efforts and the energies of the service were directed along the line of helping to create public sentiment whereby some relief work might be started, odd jobs provided, and public improvements speeded up. Much time and energy was expended on this phase of the situation and uniformly good results followed.

NUMBER OF REGISTRATIONS, HELP WANTED, REFERRED AND REPORTED PLACED AT THE CHICAGO OFFICES OF THE ILLINOIS FREE EMPLOYMENT SERVICE FOR THE FISCAL YEAR JULY, 1920-JUNE, 1921, AND THE NUMBER OF WORKERS REGISTERED FOR EACH 100 PLACES OPEN.

Months.	Registrations.			Help wanted.			Referred.			Reported placed.			Number of persons registered for each 100 places open.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
July, 1920	17,845	2,166	20,010	16,364	2,531	18,945	15,933	2,080	18,063	14,450	1,614	16,064	110	84	112
August	12,918	2,302	15,220	12,514	2,947	15,461	11,478	2,234	13,712	10,290	1,699	11,989	103	78	98
September	11,523	2,597	14,120	10,115	3,121	13,236	10,175	2,659	12,834	9,194	2,042	11,236	114	83	106
October	10,279	2,266	12,545	8,723	2,691	11,414	8,787	2,329	11,116	8,030	1,732	9,762	118	84	109
November	8,500	2,191	10,691	4,641	2,050	6,691	4,768	1,935	6,733	3,990	1,440	5,430	183	107	159
December	10,179	1,977	12,156	3,176	2,000	5,176	3,347	1,733	5,080	2,747	1,278	4,025	320	99	234
January, 1921	13,534	2,595	16,129	2,719	2,181	4,900	2,999	1,918	4,887	2,305	1,348	3,653	498	119	329
February	10,431	2,072	12,553	2,282	1,663	3,944	2,383	1,480	3,843	1,716	1,081	2,797	459	125	318
March	11,464	2,280	13,744	2,647	2,343	4,990	3,112	1,805	4,917	1,968	1,328	3,296	433	97	275
April	11,077	2,256	13,333	3,639	2,097	5,736	3,748	1,812	5,560	2,827	1,337	4,164	304	108	232
May	10,339	2,349	12,688	2,623	2,169	4,792	2,848	1,717	4,565	2,122	1,327	3,449	394	108	264
June	12,544	2,685	15,229	2,661	2,257	4,918	2,837	1,925	4,763	2,031	1,403	3,434	471	119	309
Total	140,683	27,735	168,418	72,104	28,099	100,203	72,445	23,628	96,073	61,070	17,629	78,699			

NUMBER OF WORKERS SEEKING POSITIONS BY INDUSTRIES, WORKERS CALLED FOR, REFERRED TO POSITIONS AND REPORTED PLACED AT THE CHICAGO OFFICES OF THE ILLINOIS FREE EMPLOYMENT SERVICE FOR THE FISCAL YEAR, JULY, 1920-JUNE, 1921.

Industries.	Registrations.			Help wanted.			Referred.			Reported placed.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Agriculture.....	7,787		7,787	2,879		2,879	1,884		1,884	1,358		1,358
Boys.....	9,104		9,104	5,047		5,047	5,354		5,354	3,615		3,615
Building and construction.....	10,531		10,531	3,184		3,184	2,889		2,889	2,059		2,059
Chemicals, paints, oils.....	7		7	5		5	6		6	4		4
Clerical.....	6,856	5,573	12,429	3,299	4,141	7,440	4,528	3,897	8,425	2,139	1,588	3,727
Clothing, textiles.....	69		69	23		23	28		28	14		14
Domestic and personal service, hotel and restaurant.....	7,969	10,659	18,628	3,841	13,639	17,480	3,564	9,434	12,998	2,827	6,625	9,452
Food, beverages, tobacco.....	67		67	50		50	35		35	19		19
Factory work.....	3,707		3,707									
Leather workers.....	15		15									
Metals and machinery.....	19,786		19,786	5,903		5,903	5,655		5,655	3,806		3,806
Printing trades.....	301		301	121		121	97		97	50		50
Professional, technical.....	569		569	193		193	261		261	95		95
Theatres, amusements.....	2,324		2,324	429		429	474		474	357		357
Transportation and public utilities.....	3,020		3,020	1,431		1,431	1,771		1,771	1,543		1,543
Wholesale and trade.....	2,524		2,524	407		407	399		399	234		234
Woodworking and furniture.....	16,348		16,348	6,272		6,272	7,186		7,186	5,963		5,963
Miscellaneous.....	39,771		39,771	23,674		23,674	25,105		25,105	24,439		24,439
Common labor.....	13,635		13,635	13,346		13,346	13,209		13,209	13,088		13,088
Casual workers.....		7,796	7,796		7,758	7,758		7,827	7,827		7,519	20,307
Total.....	140,633	27,735	168,418	72,104	28,099	100,203	72,445	23,628	96,073	61,67	17,629	79,299

While large numbers of persons were involuntarily idle, yet it is surprising what an amount of unemployment is due to the failure of demand for labor and the supply to connect up, and through constant agitation many additional jobs were created which helped to relieve the unemployment situation materially.

It is an economic measure to see that labor is kept as fully employed as possible, and also to see that capital is kept from remaining idle. This is best accomplished by keeping the wheels of industry revolving, if it is at all possible to do so. Thus more wealth is created and happiness and plenty among the masses results.

Public machinery for connecting the worker with the job is absolutely necessary at all times, and in Illinois this has been developed to a very high degree in the Illinois Free Employment Service.

Depressions like that which we are now going through have invariably followed wars and periods of high production and employment. However, it is generally agreed that this situation has about run its course, and that the peak of unemployment has been reached and we are now at a point in our journey toward normalcy where we can see the open road ahead. Much unemployment and some distress resulted from this depression, but methods of relief could have been provided if a program of public improvement had been mapped out in time for the inevitable, and far enough in advance so that it would have taken care of a large percentage of the persons who were idle on account of this general industrial depression. "Procrastination is the thief of time." This truism seems to have applied in the present instance, but we should not have waited until the problem of securing jobs for the jobless developed into the acute state to which unemployment finally led.

To the credit of all we have weathered this storm fairly well, and, speaking primarily for the Chicago offices of the Illinois Free Employment Service, their record will show that they have given a good account of themselves, and I am quite sure that this applies to all of the offices of the Illinois Free Employment Service.

In connection with the detailed activities which are tabulated by months and industries for the period under review, it will be noted that the general business depression was not so keenly felt in the women's department as in the men's. There was a shortage of domestic registrations in this division which was, no doubt, occasioned by the employment of girls in factories, restaurants and hotels during the war, who, having enjoyed the regular hours of these occupations, were reluctant to give them up and return to domestic work.

The registering of applicants and placing them in positions satisfactory to themselves constitute the main function of an employment office. In an office of this kind, however, dealing with all classes of people, a great deal of consideration has been given to welfare work, which in most cases renders invaluable assistance by helping to place

the applicant to the best advantage. By reason of our close cooperation in the various divisions in the office we have been enabled to accomplish excellent results along this line. As illustrative of this, we will cite the case of a young woman who had been earning from \$25 to \$30 per week, and had lost her position. She came into our office for employment, and through tactful questioning and by showing a personal and human interest in the applicant, her complete story was obtained. Briefly, it was this: She was the main support of deaf and dumb parents, both the father and younger brother being out of work. The clerical and handicap divisions were requested to give special consideration to this case, and as a result we were successful in placing all three of these in profitable positions within a period of three days.

Another case was that of a man who had lived in Chicago for eight years, coming here from Springfield, Massachusetts, to take charge of a department in the branch of an eastern motorcycle concern. Relief had not been asked, but the case had been brought to the attention of the Visiting Nurses' Association through a communication from the East asking them to investigate the circumstances of this family. As a result, the superintendent of this organization requested us to make a special case of this if possible, as he had made an investigation which showed that the man was "fearfully up against it." He had been out of work for many months, and during that time he had appendicitis, and two of his four children were ill with diphtheria. His wife was also ill with a complication of diseases, and the constant drain upon their savings, which were quite considerable as they had been very thrifty people, left them without means to supply the necessities of life. Coupled with this, they had been served with an eviction notice and the only thing which saved them from being immediately dispossessed of their home was the statement of the doctor that the wife would probably die if they were moved. However, within two weeks the family was evicted and this left them in a dazed condition. They were evidently people who had always lived modestly and comfortably on their own savings, and their condition, so far as could be learned, was no fault of their own, and, while they did not ask for assistance, it was difficult to understand how they had been feeding the little children, the eldest of which was ten, or in what manner the wife secured the necessary care.

As soon as the case was reported to us, we began to cast about in an effort to find a position for this man whereby he would be given not only new courage, but a chance to make a livelihood for himself and family.

There was no question that this was an unusual case, for it was disclosed that there was a possibility of the home being broken up on account of the eviction. In fact, a temporary separation did occur and the children were placed in a home while the wife was sent to a hospital for treatment, where later she regained her health. In the meantime,

our efforts to secure employment for the husband had been fruitful and we were successful in placing him in a good paying position which enabled him to get back on his feet. As a result, the family was reunited, and, with a revival of business, the firm in the East where he was formerly employed prevailed upon him to return to them and assume his old position. The latest report in relation to this case was to the effect that he was steadily employed and that the family was again living in comfortable circumstances.

We might cite innumerable instances as proof of how a kind word, a little encouragement and a human interest in an applicant has often remedied a serious situation.

Of special interest to agriculturalists is the division specializing in agricultural help which cooperates with the State farm advisors. Chicago is a large distributing point for this kind of help, and we have directed men not only to places in Illinois, but have had calls from and supplied many farmers in the states of Indiana, Iowa, Michigan and Wisconsin, and during the harvest season directed a considerable number of skilled harvest hands to the wheat fields of Kansas, Nebraska and the Dakotas.

One of the interesting divisions of our service is that specializing in the placement of physically handicapped persons, the activities of which have become favorably known among such welfare organizations as the Service League for the Handicapped, the Chicago League for Hard of Hearing, Social Service Department of the Cook County Hospital, Visiting Nurses' Association, Bureau of Social Service, Chicago Lying-In Hospital, Legal Aid Bureau, and the Boys' Brotherhood Republic. These organizations, previous to the creation of this division in our office, were frequently called upon to give financial aid to this class of applicants, who, on account of their handicap were unable to secure employment. The work of a division of this kind is particularly complex in ordinary times, but in crises of unemployment where there is a large surplus of ablebodied and physically fit men competing for jobs, the situation calls for unusual effort on the part of the service. In our effort to render the maximum of service, we were "put to the test and found not wanting."

The return of the ex-service man to peaceful industry, is another phase of the employment situation to which special consideration is given, and this service works in the closest cooperation with such organizations as the American Legion, World's War Veterans, Buck Privates, Veterans of Foreign Wars, and others interested in the soldier problem.

Shortly after the termination of the World War, this problem became manifest and it grew in proportion with unemployment. There are thousands of ex-service men still seeking employment.

Our experience and close touch with the situation has been of much value in helping to build up our organization to handle this phase of the situation, and although the competition for jobs during the year was very great, our records will show that we have been able to place thousands of ex-service men in lucrative positions. This was accomplished in many cases through the exchange of both applicants and opportunities with the recognized soldier organizations and of direct efforts through our placement divisions.

DIVISION OF EAST ST. LOUIS FREE EMPLOYMENT OFFICE.

ROY E. STACER, *Superintendent.*

The year 1920-1921 was a lean year for the free employment service as far as positions were concerned. The column for "applications from employers," which for months had been crowded, became almost a blank space early in the year and for months remained that way. The columns for "registrations" for the unemployed became so full that a solution of the situation seemed impossible.

Under instructions from the Department of Labor first attention was given former service men. The pathos of the position of the boys who had worn the khaki caused a number of employers to favor them, but not to a sufficient extent to provide an appreciable number of them with work. This was not because the employers were inconsiderate, but because work did not exist. Our doors were open to the recruiting officers of both the army and navy, and many young men unable to find work reinlisted.

Realizing that little could be done by looking for positions where there were none, this office turned its attention to the various relief agencies of the city and established an active cooperation with them. The Salvation Army has a men's hotel in our city where a large number of men are housed nightly. Often orders for handymen come at an hour of the day when our regular applicants, discouraged, have gone to their homes. Orders like that must be filled quickly or they are seldom repeated. By explaining our position to the clerk of the Salvation Army hotel, we are able to call for men who will take short jobs and have them at our office in a short time. So much do the Salvation Army workers appreciate our cooperation that they return the courtesy by turning over to us places they are unable to fill.

We have a like connection with the United Charities. The president sends men who are heads of families to us, and we place them at the head of our list. We also aid by trying out men who say they cannot find work and who apply to the Charities for aid. Several times we have exposed men who were subsisting on charity when they were unwilling to work. In many other cases, however, the men were willing to work and held the positions found for them.

The Queen's Daughters have learned to depend upon us in doubtful cases. With the support of the police department we have been able to rid our city of a number of undesirables.

Two concrete cases may serve to illustrate much of the work done by us. The president of the Queen's Daughters reported two cases of extreme need. One was a man with a family, who said that he had searched everywhere for work. We promised him the first job turned in. We kept our word. In order to do so it was necessary for a member of our staff to walk to the man's home. It was almost noon but the man was not up. He asked many questions about wages, decided to take the place, but did not do so. Relief given to him and his family was cut off.

Another family, where a boy of fifteen was the only support, was reported to us. We not only found him a job, but we helped him secure his working certificate. He is now working. We do not favor the issuance of certificates except in extreme cases. This we considered such.

The Supervisor of the Poor, Louis Ross, feels greatly indebted to our office. His office, which had been crowded for days by men who said they had no work, was cleaned as if with a broom, when we reported to him a large order for men received from a road construction company. The worth-while men came to our office and were given cards entitling them to jobs. The imposters were forced to leave town.

In our city the Visiting Nurse Association of St. Clair County has its headquarters. The visiting nurses find many worthy homes where there is want, because the heads have no work. In turn they often find homes where the men cannot go to work, because there is no one to leave in charge of the sick. We have helped them in both instances. Their office is across the street from ours. We have representation on their board. Our help is greatly appreciated.

As the foregoing will illustrate, much of the work done by us is not contained in the report which follows and which contains in tabulation form the record of our fiscal year:

1. Applications received from employers.....	10,033
2. Number of employees asked for.....	13,981
3. New registrations of employees.....	5,132
4. Renewals of applications.....	6,616
5. Persons referred to positions.....	11,451
6. Positions filled.....	10,582

FEMALE SECTION.

When work in the plants became scarce at the beginning of the year, many women who employ domestic labor thought that the end of their troubles had arrived. They thought that all that would be necessary would be to call women back from industry and that they would come. They thought wrong. For months applicants for work made the same demand, "Anything except housework."

Many of our applicants are Negro women and girls from the South, who are not accustomed to work as it is done in modern households. Their work in the past has been on plantations and many of them can-

not light a gas stove, let alone manage an electric washing machine. As a help to them we made arrangements with the Recreation Center of the Y. W. C. A., which is in charge of colored secretaries to teach classes in housekeeping, washing, ironing, with injections of health lessons, standards of work, etc. The East St. Louis Electric Light and Power Company cooperated by giving lessons in washing and ironing by electricity. The appearance of the women underwent a marked change. They became neater and happier. Certain industries from nearby towns ordered factory help from us, but the low wages offered and the high car fare necessary to reach the plants made it impossible for us to fill them.

Many of the women placed by this department are casuals. Our present hope is for a training school for domestic workers, in either our Y. W. C. A., or our National Catholic Community House. We can place trained domestic workers. We feel that gradually the work of women in the home is receiving the recognition that it should. Nothing can bring about the recognition quicker than a testimonial of training. Give a house worker a diploma and the first step towards placing her in the class with trained nurses will have been made.

FARM HELP.

Early in the year we established contact with the farm advisers of our own and surrounding counties. The results were good, especially in Madison County. Through the busy season we had calls daily from Edwardsville and placed many men in that county. We cooperated with the national bureau through the wheat cutting and harvesting periods. Men were glad of the bulletins we were able to post, because of directions from headquarters. Some farmers, like some housekeepers, figured that men would work for room and board because of the industrial depression. We ridiculed this idea, and in most cases were successful in placing men at good wages. The telephone connections with most of the farms in our vicinity helped our work greatly. Electric street car lines also aided in making it possible for us to rush men to "threshings" at short notice.

ROAD WORK.

Toward the latter part of the year we received a number of orders for men engaged in road construction. It is our belief that the State of Illinois should require contractors for State work to obtain their help through the State employment agencies. In this way many men would be protected from agencies who live and grow wealthy through supplying labor.

PUBLICITY.

The press, both of our own city and St. Louis, is always ready to publish employment office news. Valuable space is always ours. National, State and local reports are printed in full, as are features. If the em-

ployment office were permitted to advertise its needs once a week in the East St. Louis Daily Journal, the result would far exceed the cost.

As an evidence of the position held in the community by our office, we submit the action of Mayor M. M. Stephens in the present unemployment crisis. He decided that the Illinois Free Employment Office is adequate to handle the employment situation, and refused to appoint an employment committee.

DIVISION OF PEORIA FREE EMPLOYMENT OFFICE.

THOMAS METTS, *Superintendent.*

In setting forth the activities of the Peoria Division of Illinois Free Employment Offices for the period July 1, 1920, to June 30, 1921, we feel that we have handled a big problem to the entire satisfaction of ourselves and the public in general.

The world was passing through the troublesome period of readjustment and reaction that began with the close of the World War. An indication of the approaching business readjustment was given when New England shoe, woolen and cotton mills closed or went on part time, putting twenty thousand men out of work. Silk mills in other eastern cities took similar action. Big increases in rates were granted the railroads of the country to enable the roads to meet increased wages.

Altogether, industrial unrest which manifested itself during the period of reaction immediately following the war, became even more marked during the year 1920-21. Strikes were numerous but with few exceptions they were not of wide scope and did not seriously affect industrial conditions. Radical activities were involved in some of the labor disputes in the country, but not to a great extent.

Peoria, however, has something indeed to be proud of as the industrial unrest here was nothing compared to other cities of the same size. Situated in the heart of Illinois, in the corn belt district, it has extensive agricultural implement plants and due to sharp drops in the prices of wheat, corn and other farm products, the farmers retrenched and became very conservative in their buying, thereby affecting our local plants to such an extent that they were forced to shut down, consequently throwing many men out of employment. Men who really desired work adapted themselves to any kind of a job and were fairly successful in finding employment in other fields. However, statistics will show that registrations greatly exceeded the positions open and many applicants were a long time in finding work.

It was a big problem to get a man to accept and work for a lower wage than heretofore. Although food and clothing had declined to some little extent the worker still demanded war wages and until a time comes when men will accept a further cut conditions cannot be adjusted or bettered to any great extent.

Not much depression was noted by local building trades and at the present writing considerable building is going on and the majority of skilled tradesmen are employed. Rental property in Peoria is scarce

and with building material on the decline, in all probability in the spring of 1922 much building can be expected.

Heretofore our office has always experienced a shortage of farm hands and it was difficult to supply the many neighboring farmers who called on us for help. This year conditions have been reversed, we have had a surplus of really experienced hands and together with men who were laid off from factories and who would take farm labor work, during the 1920-21 season we had many more applicants than we had openings.

We must have publicity if we are to succeed in our endeavors to increase the efficiency and standard of the Peoria office and at this time it would not be inappropriate to express our gratitude to the Journal-Transcript of our city for publishing our reports monthly and for their cooperation in general. We also have the cooperation and good will of the Association of Commerce, the Associated Charities and in fact all the relief and welfare associations in general.

The Peoria office stands ready to help and is desirous to assist ex-service men in every possible way. The boys have not received the compensation due them and it is our endeavor to give them preference in the positions we are called upon to fill.

A high standard is being maintained in the female department. Formerly practically the only registrations received were from domestic help, day workers, laundresses, etc., while now we are receiving applications from stenographers, bookkeepers, office workers, nurses, seamstresses and various other skilled workers. The public, however, does not realize that we are in a position to supply skilled help. The general opinion is that we are a clearing house of unskilled labor only.

In conclusion we herewith set forth a table showing statistics covering the period from July 1, 1920 to June 30, 1921:

MALE DEPARTMENT.

Applications from employers.....	3,541
Persons asked for by employers.....	6,102
New registrations	4,442
Renewals	4,245
Persons referred to positions.....	4,789
Positions filled	4,643

FEMALE DEPARTMENT.

Applications from employers.....	4,511
Persons asked for by employers.....	4,562
New registrations	339
Renewals	4,282
Persons referred to positions.....	4,450
Positions filled	4,355

DIVISION OF ROCKFORD FREE EMPLOYMENT OFFICE.

PETER T. ANDERSON, *Superintendent.*

The activities of the year dating from July 1, 1920, up to and including June 30, 1921, can only be thoroughly understood by actual experience in the employment service. The conditions that existed in this office up to December 1, 1920, were entirely different from that date up to the time of this report. The demand for help, the first six months reached its peak, during the months of September and October when we had over 900 jobs listed that we could not fill. On December 1, 1920, the demand for help dropped down to 139 positions open that we could not fill. Our lowest level was reached January 12, 1921, when only 40 jobs were available, and this same condition was reached during the month of May, 1921. Our lowest placements was reached during the month of February, 1921, when only 637 positions were filled during the month mentioned.

The following tabulated statement will show you the variations from month to month during the period of depression, and during all of this time we had jobs open that we could not find people to fill, lack of experience and skill being the chief cause of rejection of applicants for these jobs:

TABULATED STATEMENT OF POSITIONS FILLED MONTHLY.

					Total.
July., 1920.	Male placements....	688	Female placements....	389	1,077
Aug., 1920.	Male placements....	704	Female placements....	419	1,123
Sept., 1920.	Male placements....	812	Female placements....	362	1,174
Oct., 1920.	Male placements....	811	Female placements....	428	1,239
Nov., 1920.	Male placements....	675	Female placements....	369	1,044
Dec., 1920.	Male placements....	418	Female placements....	235	713
Jan., 1921.	Male placements....	375	Female placements....	383	758
Feb., 1921.	Male placements....	316	Female placements....	321	637
Mar., 1921.	Male placements....	536	Female placements....	398	934
Apr., 1921.	Male placements....	445	Female placements....	395	840
May, 1921.	Male placements....	373	Female placements....	335	708
June, 1921.	Male placements....	416	Female placements....	375	791
		6,514		4,524	11,038

The following tabulated statement will show the average monthly shortage of help in certain positions open:

July, 1920.	Shortage of male and female help.....	687
Aug., 1920.	Shortage of male and female help.....	758
Sept., 1920.	Shortage of male and female help.....	920
Oct., 1920.	Shortage of male and female help.....	920
Nov., 1920.	Shortage of male and female help.....	218
Dec., 1920.	Shortage of male and female help.....	139
Jan., 1921.	Shortage of male and female help.....	77
Feb., 1921.	Shortage of male and female help.....	50
Mar., 1921.	Shortage of male and female help.....	79
Apr., 1921.	Shortage of male and female help.....	70
May, 1921.	Shortage of male and female help.....	92
June, 1921.	Shortage of male and female help.....	100

PLACEMENTS BY OCCUPATIONS.

MALE SECTION.	
Agricultural	1,589
Boys	33
Building construction	460
Clerical	214
Clothing and textile	8
Domestic and personal service	89
Foods—Beverages—Tobacco	25
Leather workers	3
Metal machinery	653
Printing trades	6
Professional—Technical	3
Transportation and Public Utilities	60
Wholesale and trade	12
Woodworkers and furniture	217
Miscellaneous	69
Common labor	2,139
Casual labor	934
	<hr/> 6,514
FEMALE SECTION.	
Clerical	196
Clothing and textile	5
Domestic personal service and hotels	1,086
Foods—Beverages—Tobacco	2
Metal and machinery	256
Transportation—Public Utilities	33
Casual work	2,946
	<hr/> 4,524
	6,514
	4,524
	<hr/> 11,038
	Total for year 1920

INDUSTRIAL CONDITIONS.

The industrial conditions in this division and especially the last eight months covered in this report were what might be considered bad, but very few plants closed down. Quite a number reduced their force, some as low as 5 per cent of normal, and not many went over 60 per cent, yet with all this added surplus of labor during the winter months, not much hardship seemed to materialize. A great many plants made it their business to take care of their married help in preference to single. This act alone helped to a great extent.

Factories all over the division when called up, reported that they had a continuous stream of help applying for work. This was particularly true during the month of February, but March, April, May and June showed an increased volume of business.

To show the proper conditions in several industrial lines, this office was informed during the month of April that several shops and plants were begging for time in which to pay their taxes, and that they were keeping the factories running when they ought to be closed. This will give an idea of the industrial conditions of several plants during the months of March, April, and May, 1921.

LABOR CONDITIONS.

Labor conditions during the period of this report were good up to December 1, 1920, but before that time the matter of readjustment was in the air and one of the chief topics of conversation, and this was the

means of starting trouble among the laboring class; but notwithstanding all the talk about wages, etc., very little trouble seemed to develop. The question of cutting wages was not considered to be such a hardship as long as the price of commodities came down in proportion to the reduction in wage.

The building industry wage readjustment was put into effect by the Associated Building Contractors on or about April 1, when a flat reduction of 20 per cent was made on all trades and the option was the open shop, and at this time the situation stands the same, with the exception of the bricklayers and plasterers who made a voluntary reduction. All other lines of factory workers were reduced, and at the present time no trouble seems to develop.

EXPERIENCE GAINED THROUGH ADVERSE INDUSTRIAL CONDITIONS.

The experience gained by the help in this office through the trying period of industrial depression lasting from December 1, 1920, to June 30, 1921, was of inestimable value.

Help had to be placed with more care because of the number applying, the opportunity was greater for a better selection, return card and verification by 'phone was almost a 100 per cent placement, and this was true of the female department more so than the male. Our method used was a more thorough understanding with the employers of help, in defining the duties to be performed by the help wanted. The rest of the work was up to this office to get the men or women to fit the jobs. The help applying was more severely questioned than heretofore, and if the applicants did not fit the job, it was not the fault of the help in this office, as the burden of proof was put squarely upon the shoulders of the applicants. The line of questions propounded was the means of turning a great many applicants down, but the reward was in more placements and better placements. Those who could not answer the questions were simply told in a kindly way that they could not fill the bill, and it is needless to say that our efforts along this line met the approval of the employers.

Placements of large numbers is not so important as well placed help, help that sticks on the job. The satisfied help does not cause the employer trouble. The men or women who are placed and work for months and sometimes years on the job are in demand in preference to the help that move around a few days here and a few days there—in other words, Nomads of the community in which they live.

INFORMATION GIVEN OUT.

This office is at the present time considered by almost all important interests in this community as the source of information on labor conditions and industrial data. We endeavor to supply all that call with the most authentic information that we are able to give from up-to-date reports, from observation and conclusion arrived at by thorough, con-

stant study of all lines of industry and news articles published for the public benefit. The many angles of questions asked present problems hard to solve, but by a little thought and study, we usually bring order out of chaos.

COOPERATION.

Cooperation between the general office and the local offices is a matter of vital importance to the employment service, and I am pleased to state we have the most hearty support it is possible to receive from this source and this same spirit instilled by the general office should be carried out to the fullest extent from the local office to all other employment offices and to all organizations in each division in order that the true spirit of cooperation for the public welfare and the employment service may be carried into effect. It is only by such efforts that we may expect to get results.

PUBLICITY.

During the height of the depression, this office has sent out form letters to as many as 500 or 600 different firms and concerns in this division in an effort to stimulate business. We have done this from time to time as the industrial barometer went down and this was the means of adding quite a number of jobs to our roster. This was particularly true of the city of Rockford when the short job system was put into effect during the winter months of the present year. All local concerns took part in this program and the Rockford office was made the point of distribution of these jobs to those that were needy and in destitute circumstances. The local press took this matter up and gave the movement good support and wide publicity and a great deal of success of this effort is due to this agency. The interest taken by the press on all employment matters is highly commendable.

DIVISION OF ROCK ISLAND-MOLINE FREE EMPLOYMENT OFFICE.

FRED W. RINCK, *Superintendent.*

The fiscal year ending June 30, 1921, was a very quiet and uneventful year in the Rock Island-Moline office as compared with the previous four years. The lull following the unusual activities of the war period was marked.

During the year there were placed through this office 9,349 persons, and for the past four years from July 1, 1917, to July 1, 1921, 66,810, or an average placement of 16,704 per year.

The table presented below has been made up with a view of showing that we have succeeded in placing male applicants to positions above the grade of common labor and female applicants to positions outside of domestic service:

MALE.		
Laborers	3,288	
Factory and foundry hands.....	336	
Accountants, cashiers and clerks.....	58	
Auto mechanics and assemblers.....	42	
Blacksmiths, boilermakers and bolt makers.....	13	
Bricklayers, carpenters, painters, plumbers, electricians, steamfitters, etc.	153	
Drill, lathe and machine hands.....	100	
Draftsmen	32	
Farm, dairyhands, gardeners and harvest hands.....	903	
Harness and leather workers.....	6	
Hotel and restaurant workers.....	265	
Molders and coremakers.....	118	
Millwrights	3	
	5,217	
Others not classified.....	1,543	
	6,760	
FEMALE.		
Cooks and domestic workers.....	440	
Cashiers	4	
Clerks	44	
Factory workers	79	
Bookkeepers	6	
Office workers	5	
Typists	13	
Stenographers	14	
Hotel and restaurant workers.....	782	
	1,390	
Others not classified.....	1,199	
	2,589	
Total male placements.....		6,760
Total female placements.....		2,589
Grand total—Male and female.....		9,349

Our records also show that during the period from July 1, 1920, to June 30, 1921, more than 1,300 individuals, firms and corporations were supplied with skilled and unskilled laborers from this office.

Our list of patrons includes most of the large firms and public service corporations in this territory. It is gratifying to note that many of the larger employers have sent us letters of recommendation, commending the values of the service.

REGISTRATIONS.

The office has made a special effort to secure a full and complete registration of all those applying for work. The name, residence, number, and telephone number of the applicant, if he or she had a telephone or if the applicant had no telephone, the telephone of a near neighbor or store is placed on the registration card. A notation is made on each registration card of the particular qualifications or skill of the applicant. These cards are filed alphabetically in order that they may be quickly reached whenever a call is made upon us for any kind of skilled or unskilled work. We have found that a careful classification and filing of these applications is very essential to the success in placing applicants in positions for which they are best suited.

FREE EMPLOYMENT OFFICE A NECESSITY TO THE COMMUNITY.

An employment office, if well organized and well conducted is a clearing house for labor in the community in which it is located. When it is efficiently conducted, the office is in direct and constant communication and close touch with every employer of labor in the community, whether factory or farm, shop or any other line of operation, that employs labor. A good understanding and perfect cooperation is essential. Too much stress cannot be laid upon this fact that there should be a good feeling between the office and every employer of labor, who should understand and feel that the office is giving them thorough and intelligent service. The men and women, seeking employment, should also have the greatest confidence in the management of the office that they are fairly treated, and that their case is thoroughly and intelligently handled.

When the condition prevails, the office becomes of inestimable value to the community and stands out in very great contrast to the operation of the private employment office, the first consideration of which is the profit of the individuals conducting the office, and there is little considerations for the welfare of those they serve.

CLASS OF APPLICANTS.

A casual observer of those found around a free employment office would at first glance be persuaded to believe that these men were of the floating class or as some said, a class of men who are looking for work and are not particular about finding it; but those who are making a

study, careful and analytical, of the applicants to the office for employment, can see a very different phase. A great majority of those who have applied to our office were honestly seeking employment, and a very great majority of those we have placed have gone to work in earnest expecting to give, and we believe giving full value for the money they receive as wages.

This office is giving careful consideration to several classes of men: First, those who are supporting families; second, ex-service men, who have been from a few months to several years in the service of the country—in the army and navy, and third, the young men, many of whom are seeking a trade or some position where they can begin work and gain promotion, as they become better acquainted and more efficient.

The office has found also the handling of those handicapped by physical or other infirmities a very delicate task. Some of them are handicapped mentally, some by reason of age, and many more by reason of some physical infirmity. This class requires a most considerate and careful treatment, and time and thought is required to place them where they may work to the best advantage.

WOMEN'S SECTION.

There are few factories located in this territory that employ any considerable number of female laborers as factory hands. The large manufacturing concerns during the war period substituted in some departments female labor for male labor, as in coremaking and in foundries and to some extent female labor was used for machine work; but when the extra war work was over, most of this kind of labor was relieved, so that we have had considerably less call the past year for female help for this kind of work.

There has also been very much less demand for female help for restaurant and hotel work. We attribute this mostly to the fact that there has been less change among laborers than there was during the war period, that is, that those who have work are more inclined to stick to their jobs and less inclined to switch from one job to another. We have had no difficulty in filling all orders for hotel and restaurant female help.

We have had more demand the past year for female help for domestic work. We have been able to supply nearly all that has been called for.

SOME OF OUR DUTIES.

One of the important duties of the employment office is to keep in constant touch in person and by telephone or mail with every employer in this division, especially with such as employ a large number of hands, and to be able to furnish them with competent help on short notice thereby not only saving the employer money, time and trouble, but also

saving the person looking for work many visits to the various factories and establishments where they might be able to secure employment.

Another item we do not overlook is the advertisement published in the daily press for help wanted and if the employer is not a patron of the office, we at once get into communication with him in order that we may know his wants and induce him to become a regular patron. We also realize that if we are to continue and be a successful public service enterprise, it must be on the merit basis only, that is, we must send the best person on each order to each employer.

ADVERTISING.

Hundreds of circular letters have been mailed during the year to employers in this district and bulletins are sent to the newspapers throughout this section telling just what this office has accomplished. The press has been very liberal in giving us good notices and no small part of our success is due to the publicity received in this manner. We appreciate the cooperation of the editors in the matter of publicity.

Every employer located in this district employing labor of every description from a high class mechanic to a dishwasher received the following letter:

"GENTLEMEN:

There are signs of improvement in factory operations, and it is our opinion that while there seems to be a plenty of factory laborers idle at present, that when the shops are all put in operation again, there will be a scarcity of skilled operators to supply the demand; even in the light demand that we have now, we find that there are not as many of that class of help available as we supposed.

The Rock Island-Moline Office of the Illinois Department of Labor, located at 1915 4th Avenue, Rock Island, Illinois, has registered, classified and indexed all of the skilled and unskilled labor for factory work, clerical, salesmen and women, hotel and restaurant workers, general construction and other work, that has applied to this office in this district. Your factory comes under our jurisdiction, and if there is anything in the line of labor that you need now or expect that you will need, between now and the first of the year, we shall be glad to hear from you, and will use every effort in our power to supply all your needs. We are particularly anxious to know of any anticipated improvement in factory operations in your shops.

This office is maintained by the State of Illinois and its services are free.

We shall be pleased to hear from you at any time.

Yours very truly,

(Signed) FRED W. RINCK, *Superintendent;*
Also Special Agent U. S. Employment Service."

Similar letters are dispatched as often as the required labor conditions warrant.

POSITIONS COUNTED AS FILLED.

It is the custom of the office to count as filled only those positions in which we have positive knowledge of the applicant obtaining employment. This practice has been adhered to consistently. The employers have been regular in returning our introductory cards, or we have received the information over the telephone.

PLACING OF SERVICE MEN.

The period of unemployment has brought its hardships to the service men and this division has made every effort in their behalf. When a soldier applicant presents himself at the office for work, all the means at our command is used to place him in a desirable position. Since the closing of the war, this office has placed 2,256 service men, many of them coming from other states and other sections of the Union.

FARM SERVICE.

One of the interesting departments is that of farm labor placement. This business has increased steadily from year to year, so that today we have calls and we supply the demand of farmers for help not only in Rock Island County, but in a score of other counties in this part of the State. The service extends also to a number of counties in the State of Iowa. When the harvest season is on in the great Northwest, the office has directed a large number of men for this work. Our policy has been to keep in close touch with every farm advisor in the different counties in which we have been supplying help and we learn from letters received from the farmers ordering help that they have been informed by their farm advisors to place their requirements for help with the Illinois Free Employment Office at Rock Island. In many cases the farm advisor has secured through us the help desired.

Our practice has also been to register every competent farm laborer who applied to the office for work, so that when the call comes from the farmers, we are prepared to serve them. During the year just closed we have placed 903 farm hands.

The letter following was mailed to farm advisors of the following counties: Rock Island, Mercer, Warren, Henderson, Hancock, McDonough, Adams, Fulton, Schuyler, Henry, Carroll, Knox, Bureau and Whiteside:

"DEAR SIR:

As the farming season is approaching, we wish to call your attention to this office and the service that we have rendered in the past and are glad to render in the future to the farmers in this section of the State in securing desirable farm help.

We supplied the past year over four hundred individual farmers with help. This office is maintained by the State and its services are absolutely free. We shall be pleased to cooperate with you in securing for the farmers help for their work.

Hoping to hear from you when in need of help or for any information in our line, we are,

Yours very truly, .

(Signed) FRED W. RINCK,

FWR-BAS

Also Special Agent U. S. Employment Service."

WELFARE WORK.

At the time covered by our last annual report, our requirement record shows hundreds of men wanted in almost all lines of trades and occupations and the department had to go out in the highway and by-

ways and plead with an idle worker to accept a job. But the situation today is so much reversed that it is almost inconceivable. Men and women come to this office daily and beg for work in order that their families may receive necessities of life and among them are a number who refused good jobs at living wages when work was plentiful. In many cases in which there was immediate need and no work could be found, application has been made to some welfare organization or to the supervisor of the poor, for temporary relief and a concerted effort made to secure more permanent employment. In this manner the service has assisted in again bringing about a happy and self supporting household. At this time when there is so much distress and winter is at our door, the following letter was sent to all the philanthropic, commercial and fraternal organizations, county and city officials, newspaper editors, etc.:

"In these times of general unemployment, when so many are out of work, and there is so much want in the community, we believe that it is wise that all the organizations, both State and local, who are working to assist in relieving this want, should cooperate and work together for the general good.

The local office for the State Department of Labor, located at 1915 4th Avenue, desires to cooperate with you in every way. During the war period, as we well know, it was not a question of finding work for the men, but a question of finding men to do the work. At the present time, these conditions are exactly reversed. Now the problem with us is to find work for the large number who are applying to this office for employment.

We are in very close and daily touch with all the Manufacturing concerns and conditions of this district, and we keep a daily account of the labor requirements. So far as factory work is concerned at the present time, there is very little call, if any, at the present time, for this kind of help. There is an indication of improvement in building operations, but the general outlook for the winter is not very promising. The various road improvements being carried on, both in Illinois and Iowa is furnishing employment to a limited number. This work undoubtedly will cease when severe winter weather sets in.

By instructions from the State and the U. S. Department of Labor, our first consideration, when we have calls for laborers is to take care of the men in this locality, who have families to support. Mr. George B. Arnold, Director of the Department of Labor of the State of Illinois, has also particularly instructed us to give attention to the ex-service men, who have applied to us for employment, we keep their applications on file and our records show that we have placed more than two thousand ex-service men in employment.

It is our policy to give employment when we have it to residents of these cities, particularly to the cities of Rock Island-Moline and East Moline, giving particular attention to men and women who have families to support and who are in need of the work.

We shall be pleased to confer with you in matters regarding employment of the many who are in need of employment or on any other matter concerning the welfare of this community and shall be pleased to call upon you at any time or we will be very much pleased to have you call at our office. If you have any suggestions to make, we should be more than pleased to confer with you on any subject.

Yours very truly,

(Signed) FRED W. RINCK, Superintendent;
Also Special Agent U. S. Employment Service."

The response we have received from this letter has been very gratifying and shows a willingness to cooperate.

One of the hardest problems that confronts our everyday activities is the boy who loses interest in his studies and discontinues school and takes the first job that is offered him. In a short time he finds out he does not like the work or is not paid a man's wage, as many a boy just past the age of 16 received during the war period, and he goes from one job to another without any promotion or financial increase. He invariably comes to this office seeking a job that he is inexperienced in. Our first thought is for the boys' future welfare. We realize that in this case we have a higher motive than simply filling places. The applicant is strongly urged to fit himself for a higher vocation by returning to school and finishing his studies or entering a manufacturing or mercantile establishment at a nominal wage as an apprentice until he masters the particular occupation he has a liking for and becomes an asset and an influence in the community. Often timely words in this direction set the boy to thinking and in many cases, our advice has landed the boy in the right track.

REASONS FOR THE PRESENT UNEMPLOYMENT.

This is one of the largest manufacturing centers of farm implements and machinery in the country. The large factories of this section particularly in the cities of Rock Island, Moline and East Moline. Davenport, Sterling, Kewanee, Rock Falls, etc., are engaged in the manufacture of articles that are sold principally to the farm trade, namely farm machinery, implements, etc. We have a few automobile concerns, a number of firms engaged in the manufacture of building material and supplies, and some gas engine manufacturers. The products of these factories are mostly marketed to the rural trade. As the farm business of the country is now experiencing a great slump owing to the depreciation in the price of farm produce, this farm trade has fallen off very greatly, and the factories find their warehouses filled with goods which they are unable to market, consequently most of our factories have been closed down until times will improve.

BUILDING CONSTRUCTION.

The building construction in this vicinity has been very much retarded the past year on account of labor wage, controversy between the labor union and master builders, and the high cost of material and transportation, which has not come down to pre-war price. The coming year, indication points to a marked improvement along this line. There is already under way and contracts let for early spring operations for several million dollars worth of buildings in Rock Island County and with the State hard roads being built throughout Illinois. Through the effort of Governor Len Small, this section receiving its share of this public improvement, will materially relieve the unemployment situation.

DIVISION OF SPRINGFIELD FREE EMPLOYMENT OFFICE.

LUTHER O. GERMAN, *Superintendent.*

There is no department in the State government that is closer to life, business and humanity than the Labor Department. Through its various divisions in the State it is constantly reflecting the trend of the times. The Springfield Free Employment Office, located in the heart of the coal and farming industry and suffering from the business depression, shows the economic conditions that exist here.

INDUSTRIAL AND FARMING CONDITIONS.

From a hustling busy office endeavoring to secure employees to carry on the industrial life of the community, it has changed over night to a place where there is a constant demand for employment, with many of the industrial plants closed. Not only has the demand for help diminished in the city, but the farming communities have been forced to a retrenchment policy that has practically eliminated the call for farm help. There is just as much work to be done on the farm as usual, but owing to the falling market in grain, and the continued high price of farming materials and labor, both owners and tenants are doing work they formerly hired done.

COAL MINING.

The coal mining industry in one county alone in our jurisdiction, employs 10,000 men and is the chief industry of this section. Ever since the war the mines have been working full time, until the coming of spring, when a slacking up was noticed. This has continued until now approximately eight thousand men in this vocation are idle or working only one day a week.

A survey was made by this office a short time ago, and a mine located within the city limits gave the following data: Normal working force, 140 men; present working force, 12 men. Another mine just outside the city limits made the following report: Normal working force, 343 men; present working force, 15 men. Mines here employ from one hundred to seven hundred men and there was not a mine that had not curtailed its force.

INDUSTRIAL MANUFACTURING.

Other establishments also, are operating with decreased forces. In order to give some idea of conditions, a few of the industries in this locality were canvassed and the following table compiled:

Kind of industry.	Number canvassed.	Normal working force.		Present working force.	
		Men.	Women.	Men.	Women.
Lumber yards.....	2	173	7	132	6
Watch manufacturing.....	1	715	585	693	567
Canning factory.....	1	43	86	3	1
Contractor.....	1	50	15		
Boiler manufacturing.....	1	90	2	20	2
Plow manufacturing.....	1	400	9	50	6
Box manufacturing.....	1	16	15	12	12
Electrical manufacturing.....	1	665	435	550	400
Brick manufacturing.....	3	280		64	
Powder manufacturing.....	1	500	10	20	2
Total.....		2,932	1,164	1,544	996

This canvass shows about a 50 per cent reduction in the normal working force of the male employees, while the female employees registered about a 25 per cent reduction, making an approximate average of 35 per cent general reduction in the normal working force of the industries outside of coal mining. This naturally brings up the question, "Has the peak of unemployment been reached?" This division has given this question considerable study and the general opinion reached from information received to date is that the peak has not yet been reached.

SKILLED AND UNSKILLED WORKERS.

Skilled and unskilled workers have suffered alike in this depression and we find them divided into several classes when seeking a temporary vocation until work picks up in their own line. One class is composed of the worker who is proficient in his industry but is backward in seeking or attempting to tackle a different job. These men seldom make good in a new position because they lack initiative and confidence in themselves and are easily discouraged. On the other hand the other class of workmen are willing and eager to take any job and have that confidence and adaptability that generally assure them success in their new vocation.

There is still another class that haunts the employment office which needs constant watching and carefulness in placing. This class is composed of drifting humanity and the local laggards who seem to have lost all ambition and are satisfied barely to eke out an existence. This is the class that will jeopardize the employment service if great care is not exercised in placing them.

The following table shows the relative falling off of skilled and unskilled workers during the first and last six months of the year:

Skilled and unskilled workers referred to positions:	
July 1, 1920, to December 31, 1920.....	2,841
January 1, 1921, to June 30, 1921.....	1,789
Skilled and unskilled workers placed:	
July 1, 1920, to December 31, 1920.....	2,469
January 1, 1921, to June 30, 1921.....	1,595
Total placed during the year.....	4,064

This table shows that 61 per cent of the applicants were placed in the first six months while only 39 per cent were placed the last six months of the year.

A comparison for the years ending June 30, 1920, and June 30, 1921, shows that 5,891 were employed in 1920 to 4,064 in 1921, a decrease of 1,827 or 31 per cent.

RAILROAD WORK.

Railroad workers were hard hit in the recent curtailment order of the roads. One shop with approximately 130 skilled workers was reduced to 14 men. Besides this a number of trainmen were laid off together with clerks and maintenance of way employees. No definite information from a reliable source could be obtained when this class of work would be resumed.

BUILDING AND PUBLIC IMPROVEMENTS.

A little boom in the building trade was noticed this spring but it was in no sense near the program of building that was being contemplated in this vicinity. A strike in several of the trades slowed up some of this work but the general consensus of opinion was that building material and labor would be cheaper next spring, this being made an excuse for not building.

A big public improvement campaign which carried with it the repavement of streets, installation of an ornamental lighting system, laying of all wires underground and other minor improvements was delayed on account of a controversy between the city and a public utility concern. It is hoped this will be settled in the near future so that work can proceed.

Little or no hard road work has been done in this vicinity this spring because contracts let a year ago were completed and no new bids were advertised.

SOLDIER PLACEMENT.

One of the serious problems of the unemployment situation is the placement of ex-service men who are out of work. Many of the boys who returned are not fitted for heavy work and are forced to seek office employment. This condition is made serious by the fact that there are fewer office positions than any other class of work in the service and consequently it is only through personal solicitation of the employment officers that we are able to secure a few positions for the returned soldiers seeking this class of work. However, in other vocations we are more successful and the policy of this office is to take care of the ex-service man first, provided he is fitted for the position.

WOMEN'S SECTION.

Conditions in the women's section have undergone a big change since the last report was made. Then it was almost impossible to supply the demand for domestic help on account of the women seeking work in offices and factories, where the actual money paid was larger than for "household drudgery," as they called it. But now, on account of the business depression, office help is being laid off and factories are curtailing production to such an extent that their forces are being reduced about 25 per cent. Naturally this surplus of female help is reflected through this division and the following figures show the increase in applications this year over last year:

Number of new registrations and renewals:

From July 1, 1919, to June 30, 1920.....	1,717
From July 1, 1920, to June 30, 1921.....	2,068

Increase of registrations over 1919-20.....	351
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This shows an increase of registrations of approximately 21 per cent.

Contrary to expectations wages for domestic and dayworkers have not been decreased by this surplus of help on the market, but a higher standard of proficiency is being demanded. Wages for domestic help still range from \$7.00 to \$14.00 per week, while dayworkers are receiving \$2.50 per day and carfare. This also generally includes the noon-day meal.

Dayworkers are by far more in demand than any other class in the women's department. This is caused by housewives arranging their work so as to have a dayworker two or three days a week in which the laundry and general cleaning is done, thus eliminating a full-time domestic servant.

FACTORY WORK.

Women are still retaining the positions they assumed in factories during the war and all indications are that they will be permanent. Of course the women are affected by the business depression as well as the men. There is an average of about 30 per cent of the female factory workers laid off and unless there is a change for the better in conditions, this percentage will be increased.

The year's activities for the women's department show that 2,246 positions were open; 2,068 applied for work; 1,869 were referred to positions and 1,444 positions were filled.

APPRECIATION.

This report would not be complete without a word of appreciation to the press and employers who have favored the division in many ways that have helped during the readjustment period. To the Illinois State Journal and the Illinois State Register our heartfelt appreciation is extended for their cooperation and willingness in giving us publicity in

a whole-hearted way. And to the employer, who during this dull period, has stretched a point to give work to a worthy applicant, upon a personal request from the employment officers, words cannot express our regards.

GENERAL SUMMARY.

The following is a general summary of the work of this office in both the male and female departments from July 1, 1920, to June 30, 1921:

Number of persons registering for work.....	7,300
Number of persons asked for by employers.....	5,760
Number of persons referred to positions.....	6,499
Number of positions filled.....	5,508

DIVISION OF AURORA FREE EMPLOYMENT OFFICE.

FRANK RADUENZ, *Superintendent.*

During the years of the World War the free employment offices performed yeoman service in a period of "over employment" while in the past year the remarkable records of employment offices have proven their usefulness and necessity during the stress of unemployment. The experience in meeting the many problems during and following the World War was a powerful factor in meeting the new situation for public employment office work. The economic conditions in the industrial world are too well known to need further comment. During the periods of intensive production and salesmanship much time was given to efficiency of machines and economic methods of management and not enough to the psychology of the individual workman—as to what he was thinking and how this might revert to the good or ill of the business or to society. In this vicinity employers generally and the employment office in particular have given attention to the mental side of the workers in order to give the greatest possible satisfaction to employer and employee. As far as conditions permitted the selection of workers who were directed to employment was based not only on their experience and skill but on certain personal attributes necessary for the employer and job to be filled.

During the fiscal year commencing July 1, 1920, there were received at the office 5,137 calls for help from employers, requesting 6,726 workers. Had there been an unusual shortage of help from industrial quarters, the workers applied for by such a large number of employers' calls might have been four or five times as great. Nine thousand seven hundred and ninety-two people registered for work. Many of them came into the office many times. Six thousand three hundred and seventy-two were directed to work of whom 5,310 were reported hired. Indirectly many others found employment through someone directed by the employment office. This, however, is regarded as a wonderful record for an employment office located in a city of less than 50,000 population during what is called a period of industrial depression.

The greatest demand for, the largest shortage and the most difficult problem was in the placing of farm hands. The terrific drop in prices of farm products and the lower farm wages unstabilized the farm hand situation. Many agricultural workers applying had to be advised to hold their present jobs as the changed circumstances facing them individually were the same for all others. One thousand two hundred and twenty-

two farm hand placements were recorded for dairy and grain farms throughout this territory.

This fiscal year was a slack season for the many metal and machinery shops. Five hundred and fifty-seven placements were recorded, over 40 per cent of these were skilled mechanics of many kinds. One hundred and forty-five placements were secured for clerical workers. These included bookkeepers, stenographers, store salesmen, solicitors, office clerks, a high school teacher, draftsmen, technical engineer, foreman, commercial executive, etc. Cooks, laundry men, kitchen workers and porters for whom work was found numbered 141.

In the building trades 224 placements were reported, 60 per cent of which were helpers, 40 per cent skilled and semi-skilled workmen. In this age of automobiles out of 180 applicants for truck driving and chauffeurs' positions only 29 placements were possible, while 40 teamsters secured work through the office.

This was not a fortunate year for boys to get jobs. Ninety placements were made, 54 of which were for farms. Employers and the employment office preferred to center their activities in favor of idle men.

Five hundred and twenty-six men accepted common labor jobs classified outside of shop and building trade work. Among the miscellaneous short casual jobs 729 placements were listed. These ranged from unloading coal cars to garden making, rug beating, etc.

The 1,436 female placements by the office may be classified as follows: One hundred and thirty were clerical, including stenographers, salesladies, office clerks, bookkeepers and others. Ninety-eight were hired as machine operators and for other factory work. One hundred and sixty-six accepted work as restaurant cooks and chambermaids, and for dining room and kitchen work. Three hundred and one included domestic cooks, maids, housekeepers, nurse maids and companions. Three hundred and eighteen were hired to do household laundress work. Most of these arranged to do washing and ironing regularly with the families to whom they were directed for a certain number of hours each week allowing the office credit for one placement per family. Four hundred and twenty-three placements were other day workers who were directed to homes, stores and offices to do cleaning for a certain number of hours or days, usually for each week. The number of applicants for clerical work and for factory work greatly exceeded the opportunities available. The supply and demand of female restaurant and hotel workers and of housekeepers were nearly evenly balanced. Throughout the whole year there was a large shortage of competent household cooks and maids. This necessarily increased the demand for household laundresses and day workers for homes.

In a condensed annual report justice cannot be done to the great amount of welfare work accomplished in a year. A human interest story

could be gathered daily and they soon appear commonplace in good employment offices. A typical one is that of a Hungarian worker last winter. He was thirty-eight years old, had bought a little home, had five children, and worked twelve years since he came to this country, as a helper at car repairing. He had some difficulty with his foreman, was laid off and thereafter was sick for almost six months. His savings had become exhausted, it became hard to get necessary groceries and coal so when he became stronger his doctor who had exhausted all means he knew of to find employment for him brought him to this office to see what we could do for him. A personal effort was made to get his old job back but this was impossible. He was taken to several shops but they were not in need of any one for the kind of work he could do but said he might call again. A letter of introduction from the employment office was then given him to the superintendent of a large factory and he was advised to take his twelve year old daughter with him to do the talking. He proceeded to the factory and immediately the superintendent called up the office to say that they were not in need of help, things were rather slack but that he hired that man Jacobs sent to him and if we had more men like him who needed and wanted work as much as he did to send them on.

There are some men and some women who at first seem hopeless possibilities for a satisfactory placement. One of these, for illustration, was a woman seventy-five years old who for over thirty years saved and slaved in the weaving room of the cotton mill in Aurora. One of her daughters whose husband had just bought a farm in Wisconsin took her along and her savings were included in paying for the farm. In return she was promised a home there for the rest of her life. Then things did not go smoothly. The farm was not paying well and there were personal differences and the old lady returned to Aurora almost penniless. She could not get back in the cotton mill because she was so old, they were not in need of help then, and because she quit of her own free will. There wasn't a call for help on file into which she could be fitted. One day a farmer and his wife owning over 500 acres of land who often come to the employment office for single or married farm hands were approached and the situation of this woman explained to them. Mrs. B——, the farmer's wife with her big Irish heart, said she would come down later with her car to get her if she would go along. The old lady who was nervous and irritable when she first came to the employment office, several months later sent word she was satisfied and happy—that she is getting wages and has a home. Mrs. B—— stated she could stay with them all the rest of her life if she cared to.

There was the returned soldier who was gassed—there were many of them—how he was carried along for months on short jobs and finally landed a steady elevator job. His personality, his own pride kept him away from the whereabouts of his relatives and his reserved man-

ner perhaps hindered him from receiving a disability classification to get more compensation from the government.

Then there was the loquacious hobo, who fresh from a dirty freight car, came to the employment office "broke." After a temporary porter job he was directed to a restaurant for work. About six months later he married one of the women sent to the same kitchen for work. It is hoped they will live together long and happily.

Fathers often come to the office to get the address of a son and brothers sometimes find each other through the records of the office. A similar incident occurred when a young man who had been in the navy, had knocked about the world and did not have a regular home to go to, came in last summer. He had been brought up on a farm, had attended high school and dropped into Aurora on his travels, never having been here before. The only job he might get at the time was a farm job but he had no money to pay fare. His name was A——, and he was asked if he had relatives in this vicinity. He did not know although he was sure he had some somewhere. He was directed to a farm not too far away and was advised it was near to what was called the A—— farms. Several weeks later he came back to the office with new clothes, with several new grips, and with a radiance of smiles to thank us and to inform us he was on his way to make arrangements to attend the Illinois State University at Champaign. He found his uncle and he was very well to do.

The office has the cooperation not only of all local social agencies, employers, labor organizations, chambers of commerce and many farm bureaus, but of the whole general public. When the local American Legion Post promoted a publicity drive on jobs for unemployed ex-service men there was complete harmony and cooperation. Their efforts were greatly appreciated and they directed all information toward this office when it was made plain that the present Governor of Illinois had standing orders in all State employment offices that ex-service men should be given the preference for jobs whenever conditions warranted. This principle has been a standing rule in this office.

A public employment office cannot do its greatest amount of good under cover, regardless of the amount of labor its officials may perform. The community and the public at large, therefore, is greatly indebted to news features about the State employment service by the Aurora Beacon-News, by the Aurora Daily Star and by other publications in this vicinity. The press has aided in removing all skepticism in regard to public employment offices. Good work has made this branch of service a permanent institution. Changing industrial conditions must however keep its personnel alert and active in order to improve its efficiency and service further, and to fulfill the trust and obligations to meet society's expectations.

DIVISION OF BLOOMINGTON FREE EMPLOYMENT OFFICE.

JOHN E. MATTHEWS, *Superintendent.*

The fiscal year just closed has left unmistakable footprints of hard times on nearly every industry in our State. Particularly is this true since October, 1920. At this time the wave of business depression reached this city. Industries commenced to close down, some for inventory purposes, others for lack of orders. It took some time for the average worker to realize that his pay had stopped. It had been a regular habit to receive a pay check twice a month for two years, or from the time the armistice was signed. Prosperity reigned supreme, but a change appeared with telling effect upon every hand. Previous to this time, a shortage of nearly every kind of worker, mechanic or otherwise, was evident, but now a surplus was appearing at the office each day for employment of any kind. As winter was upon us we realized that our responsibility was to find work for these men. The cooperation of civic organization was solicited. The citizens in general were appealed to, through the local press, and every available means was used to meet the emergency. While we were not successful in securing work for all the unemployed, the service rendered valuable assistance and possibly accomplished as much as could be expected under the circumstances.

As spring approached we naturally expected that business would take on new life and things generally would become normal, but this was a mistaken idea. One of the factories that closed, at the time mentioned, remains closed at this date; other industries that commenced to operate did so with a force of from 35 to 75 per cent below normal. The men who had not been reinstated, up to this time, commenced to apply at the office for any kind of work regardless of the wage offered or the length of time the job would last. Every consideration was given to the man with a family, and the ex-service man. If these men were experienced in farm work they were given preference over other men with less responsibility. Many of them accepted and are still on the farms.

During the time that this report is to cover, the responsibilities of the division have been even greater than during the war. In the first case it was seeking the man or woman for the job. In the latter, seeking work for the unemployed. One could wait, the other must have work in order to provide for dependents. In some instances, if the father could not get work the mother or daughter would apply, and many were given employment in homes, laundries, hotels, restaurants, etc. Under

normal conditions it would have been almost impossible to fill these positions, either with married or single women, but it was a case of work either on one side of the family or the other. We have reported previously the difficulty we have encountered in filling positions such as named above, but during the past year this office has experienced little difficulty in meeting all requirements within a reasonable length of time.

One good feature that came out of the unemployment situation in the cities, was the back to the farm movement that it created. Previous to the spring of 1921, it was a hard problem to find enough good experienced farm hands to leave the cities and go to the farms. The few that did go would return as soon as an opportunity for work presented itself in the city. This created a hardship on the farmer and increased the work in the office. This spring there was a good surplus of men to select from, so we decided to direct only those men who preferred farm work to city work. The result was surprising. We kept a record of the renewals for nearly three months, and out of 545 directed, only 15 per cent had to be replaced.

Another surprising feature added to this is, that the wage paid this year was from 35 to 40 per cent less than last year. But it was a case of having a job that caused the men to stick. So the farmer profited by having steady help, if not in a financial way. This office is located in the heart of the corn belt. The demand for farm help is as great, or possibly greater, than any other office in the State with one possible exception, namely, the Chicago office. Our records show that during the past year the number of farm hands called for was 2,681. We referred 2,606 and placed 2,170. Possibly more of these men were placed, but no report was received. The service of this office extended into twelve counties during corn husking last fall. We make mention of this fact, to give some idea of the patronage this office receives from the farmers.

Bloomington is surrounded by as good a farming district as there is in the United States. Farm workers, both married and single, come to work in this district from the states of Ohio, Indiana, Tennessee, Kentucky and Missouri. This office is their headquarters, from which they are directed to positions without having to walk miles and sometimes days to locate a place of employment. The same is equally true with the farmer. He has learned by experience that the office force can direct as good, and in many instances better, help than he could locate himself, and also save him the time that would be used up in coming to the city to look for help and possibly having to return without securing it. We believe that the office force has saved more money for the farmer than the small tax he has to pay to help maintain the office. This will apply to the city employer in the same manner.

One of the best things that we can report, at this time, is that this city has not felt the shock caused by business depression as much as cities that are dependent upon factories, mills and other like industries.

Our chief resources are the agricultural district and the general repair shops of the C. & A. Railroad. These two forces have continued to operate and must, out of necessity, keep on operating, although other sources close their gates against the worker.

The building industry in this city has been no exception to any other city. Very little new work has been erected, but the majority of building trades workers have been employed on repair work at least three-fifths of the time.

At this date all of our local industries, with two exceptions, are operating. The employers of this city are to be commended for the fair and impartial manner in the way work has been distributed. At no time during the past year has any employer reduced the force if a reduction in hours could meet the requirement. By using this method of curtailing expenses, each employee was given an equal share in the business at hand and the employer had his organization intact for future emergencies. This system also reduced the number of unemployed men and women that would naturally accumulate by a reduction in force.

This city has had few labor difficulties during the past year. Only four strikes have occurred and three were of short duration. At this date Bloomington has one small strike on, with seven men affected, occupation meat cutters. This office has never entered into any grievance that has arisen between employer and employee. We have exercised a fair attitude toward both sides, and by so doing have avoided any just criticism.

Very few idle men are to be found in this city, at this date, locally speaking. The majority of idle men belong to the building trades, and at the present time the outlook in the near future is good. Two large buildings, one for the Y. W. C. A., the other a gymnasium for the Illinois Wesleyan University are now under construction. Several other buildings to be erected for the University will follow soon, together with a soldiers memorial building. Future prospects for the building trades are very encouraging. The number of idle men in this city, caused by shut-downs or temporary reduction in forces, are 278 at this date. No doubt some of these men have found employment elsewhere, either of a permanent or temporary nature. All women have been reinstated to their former positions.

In conclusion, we wish to state, that when the Illinois Free Employment Service was established we believe it was taking a step forward. The general public, both employer and worker wonder why it was not established sooner. Both appreciate the privilege extended them by the Department of Labor, whereby each may apply, knowing that within a reasonable length of time his case will receive due consideration and the request granted, if possible. We are convinced that it is a paying proposition also, to the extent of 100 per cent, providing

the service is conducted in a sincere and honest manner to all parties concerned. If this kind of service is rendered by the office force, there is no doubt about its permanency. To abandon this service would be taking a step backward.

SUMMARY OF ACTIVITIES.

Classification.	Applica- tion from employer.	Number asked for by employer.	Number applying for work.	Number referred to positions.	Number of positions filled.
Male.....	3,433	4,805	6,354	4,538	3,855
Female.....	1,010	1,185	1,221	981	768
Grand total.....	4,443	5,990	7,575	5,519	4,623

DIVISION OF DECATUR FREE EMPLOYMENT OFFICE.

THOMAS A. MORAN, *Superintendent.*

This is the second year that the Decatur Free Employment Office has been in operation. It has taken some time to overcome the difficulties which are common to most new offices. At first there was a feeling among many employers and the general public as well that the office was simply a clearing house for floaters and unskilled labor, also that a fee was charged for service, but the range of activities of this office has entirely eliminated this feeling and the Free Employment Office is now generally considered a valuable and necessary service to the community.

Our motto is courtesy and an interest in the wants of both the employer and employee. The policy of this office is to give to everyone fair and impartial treatment and to inquire into the ability of the applicants in order that they may be placed in the positions for which they are best fitted. We have been very fortunate in placing high class clerical and skilled workers. In several instances good positions have been procured for responsible men, one a cost man for a large manufacturer, also an advertising man for a department store doing business throughout the State. We have also secured numerous positions for bookkeepers and stenographers in offices of manufacturers and business houses in this locality. We have been successful in placing many clerks, both men and women, in down town stores and with one dry goods store in particular this office has the credit of placing 25 clerks.

The demand for skilled workers was not as great as during the year ending June 30, 1920, but we have been very fortunate in placing a number of electricians, tool makers, blacksmiths and many other skilled workmen.

This office has been of great assistance to the farmers in securing help for them for the spring work, which was delayed by the weather. This is evident from the fact that the office has 787 more placements on the farm this year than during the year ending June 30, 1920.

The total number of men placed during the year ending June 30, 1921, show an increase of 871 over the previous year.

The women's department is constantly increasing its field of service and has been instrumental in placing girls and women in all classes of work. There was an increase of 334 over the number placed the previous year.

We have endeavored to place all returning service men whenever they come to this office looking for work. We try to give them preference so that they are not out of work very long until we find places for them.

That the Decatur Free Employment Office has been of service to the public is evident by the following letter received from C. A. Balkum, secretary of F. L. Suffern Co., Decatur, Illinois, which reads as follows:

Decatur Free Employment Office, Decatur, Illinois:

We wish to extend our thanks to you for your service in locating Miss Alice Wheeler who is now in our employ as stenographer.

Thanking you for this favor and assuring you that we will allow you first opportunity in placing any one else needed in our service in the future, we remain,

Yours truly,

F. L. SUFFERN Co.,

C. A. BALKUM, *Secretary.*

In a conversation with a manager of one of the department stores in Decatur, the superintendent of the Decatur office was told that when his store was in need of help, anyone who was recommended from this office would receive the position.

Credit is due this office in securing employment for people who are referred to it by charitable organizations. In many cases these persons have been placed in good positions and are very thankful for the assistance which has been given them.

The hard road which was started here in August and the two and one-half million dollars' worth of public improvement which is now going on in Decatur is affording employment to more than 1,000 men and has absorbed practically all of the common laborers in this locality.

Decatur has been comparatively free from labor troubles and the general industrial situation here is very satisfactory.

We at all times cooperate with the office of the overseer of the poor who refers to us persons who are asking help from the county. In many cases we have secured employment for these and by so doing we have saved the county money.

The press of this locality has always been ready and willing to publish anything that is for the betterment of this service and a word of appreciation is due the Decatur Herald and the Decatur Review for their cooperation. Both papers have been generous in the amount of publicity given to this office and have thereby been of great assistance.

The following is a report of the Decatur Free Employment Office for the fiscal year July 1, 1920, to June 30, 1921:

PLACEMENTS.

Classification.	Applica- tion from employers.	Number asked for by employers.	Number applying for work.		Number referred to positions.	Number of positions filled.
			New regis- trations.	Renewals.		
Male.....	1,628	3,312	5,571	1,301	3,952	2,683
Female.....	1,391	1,564	1,734	689	1,396	1,026
Total.....	3,019	4,876	7,305	1,990	5,348	3,709

DIVISION OF DANVILLE FREE EMPLOYMENT OFFICE.

W. J. PAYNE, *Superintendent.*

MEN.	
Applications for employment.....	1,927
Placements	1,268
WOMEN.	
Applications	354
Placements	320

The above figures as compared with the same period of 1920, show a decrease of 678 in the placement of men and a decrease of 486 in the applications for work.

The cause of the decrease in placements is common knowledge, but the cause of decreased registration is accounted for by the office not accepting registrations from transients unless a job was immediately available, or from residents of other towns in the district unless they could be placed near their own neighborhood.

Placements of women show an increase of 19 during the year. Not much of an increase but it tends to show the steady growth of the Illinois Free Employment Service. Women were less affected by the unemployment slump. Women engaged in domestic service inform us that the places secured through this office are better than those secured from the pay office, and employers of domestic help say the grade of help is higher.

The value of the Free Employment Service to the city and community seems to be about equally divided between the employer and the employee and rests more on the qualifications of the applicant than upon the number of placements made. The fact that an employer can depend on the service to supply him in an emergency, and on short notice, with the kind of help needed at the time, has been a great factor in popularizing the service in this city and county.

A case in point. One of our large manufacturing concerns, having a rate case to submit to the Interstate Commerce Commission at Washington, was in need of an expert rate man. After calling all his business associates to see if they had a man that could do the work and failing, he called the Illinois Free Employment Office as a last resort. Within twenty minutes the employment office had placed him in communication with a man who carried the work through to a successful conclusion. The employment office knew where such a man could be found.

WHAT THE SERVICE CAN DO FOR YOUNG MEN.

A young man returned from the army in November, 1918. The place where he was formerly employed ceased with the war. In February, 1919, he was placed as a cost clerk at \$1,500 per annum. At this time he is purchasing agent for the same concern at \$2,500 and is a fixture with the concern.

A young man placed as a coal weigher in April, 1919, at \$20 a week, is now a foreman with the same company at \$35 a week with prospects of promotion.

A young man was placed as a local distributor for a food products company, starting at \$15 a week; after two years' service he is territorial manager at \$40 a week, with prospects for further promotion.

FITTING THE MAN TO THE JOB.

A married man with three children working in a factory could not make a living for his family on piece work even at war prices. He was too slow with his fingers. He was given a job on the farm where a house was furnished free of rent with the job. He was a good farmer and his employer made a statement at this office after two years' work that this man had his house well furnished, his children well dressed and in school, a cow of his own, had raised and had on hand meat and vegetables enough to last him a year, had 200 pure bred white Bramah hens worth at least \$300, and was carrying a \$2,000 life insurance policy. He stated that he was such a farmer that it was not necessary to give him much supervision.

The above are a few cases that are recalled and many more could be mentioned. Taking pains to fill orders promptly, with dependable men and women, and seeing that they have the qualifications for the work to be done, has without question built up a reputation and a respect for the Illinois Free Employment Service as a State institution of merit.

DIVISION OF JOLIET FREE EMPLOYMENT OFFICE.

L. ROGERS, *Superintendent.*

A review of the experiences and accomplishments of the Joliet Free Employment Office for the last year brings before us many unusual problems which had to be solved in the performance of our work. The first six months conditions were close to normal. The last six months has been a period of unemployment and depression.

Joliet is essentially a factory town. It is known as the "Mill City," and when the mills are down the town is down. The steel mills, the largest industry, is the gauge of prosperity in Joliet.

The transition from war time activities to reconstruction activities was slow, for wages had been high, and workmen, for the most part, had a bank account which tided them over the earlier period of industrial disturbances.

Beginning about September 1, and continuing to the present time, conditions grew from bad to worse. Nevertheless merchants seemed to be able to weather the storm, and although the weekly pay envelopes were thin, and in many cases had discontinued entirely, and storekeepers, as a consequence, found their shelves overstocked and the demand less than small, there were no failures in business here, with one exception, and that concern, an automobile agency, had been tottering for some time.

The stability of business, and the winning fight put up by the merchants in general, went far to keep conditions somewhat normal, and to keep the people less panicstricken and more hopeful.

About December 1 all industries here were obliged to lay off workers, and by the first of the year every industry in the city was working from 10 to 50 per cent below normal. While an effort was made to retain men with families and dependents, and to observe seniority rights, it was not long before the line of applicants seeking employment at our office included fathers of families, and self-supporting women, whose financial condition was the worst. During this period the employment office has done its share of relief work in finding employment for the needy. While the policy of sending the "right man to the right job" was strictly adhered to, thus maintaining the efficiency which is identified with the office, in every case the preference was given to the heads of families and returned soldiers and sailors. In many instances men and women, the heads of families, who were about to lose their homes, have secured employment through our office, enabling them to resume their payments and maintain their homes.

It is obvious that the greater number in the ranks of unemployed in this city are boys between the ages of seventeen and twenty-two years.

It is always difficult to find suitable employment for boys between the latter ages. Most of them consider wages rather than future advancement; therefore, when jobs became scarce, and employers sought to retain their men who had dependents, the condition among boys grew worse than ever before. A great many men were glad to accept a boy's work at a boy's pay. This threw many boys out of work. With much persuasion on our part, however, we have succeeded in placing a number of boys in the shipping department of two of our industries, where they are working up to good positions. Not long ago we placed a boy of poor parents in a department store where he will be given a chance to learn the business.

FARM HELP.

Joliet is completely surrounded by farm lands. From this territory, as well as from the entire county, come orders for help. We have also sent farm labor to Grundy, Kendall and Kankakee Counties. Although farmers were not able to offer attractive wages, we had no difficulty in supplying them with workers. In the last year we have received orders for 564 single and married farm hands. Five hundred and forty-eight were referred and 486 were reported placed.

BUILDING AND CONSTRUCTION.

During the last year there has been no activity whatever in the building industry. Here, like everywhere else, living is congested, owing to a lack of houses. This lack, of course, has been due to the failure of the contractors and building tradesmen coming to an agreement on wages, and the uncertain market on building commodities.

PLACEMENTS OF SOLDIERS AND SAILORS.

One of the chief functions of this office is and has been the handling of soldiers and sailors. We have endeavored since the first influx of returned army men to exert every effort possible to secure employment for them. Inasmuch as our report for 1919-1920, through some oversight, was omitted from the Annual Report of the Department of Labor, we wish to add that in the official report Joliet ranked fifth in cities of fifty thousand and under throughout the United States in placing her returned soldiers and sailors.

The following classified list shows the total placements in the men's division in the various lines of work:

Farm	486
Boys	20
Building and construction	19
Clerical	28
Woodworking	2
Metal and machinery	90
Transportation	45
Miscellaneous	39
Professional	1
Common labor	1,979
Total	2,709

WOMAN'S SECTION.

Not only do the men and their work offer interesting problems in Joliet, but the women, more than two thousand strong, keep two persons busy in the woman's section. The first of the year, when men were laid off everywhere, wives and mothers, who had never before sought employment, volunteered to become the wage earners to bridge the gap in the family income. The 14 factories in Joliet and vicinity, employing approximately fifteen hundred women, like those employing men, commenced to lay off help about the same time. Therefore, there were no opportunities for women seeking factory work. This gave relief to the domestic situation. We had many openings for domestics, restaurant, cafeteria and casual workers. Women had to work, and it was not long before the supply of domestic help exceeded the demand, for the first time in the history of our office. Hundreds of stenographers, bookkeepers, clerks and general office workers were also laid off. To find employment for these women outside of their own particular lines of work was almost impossible. Very few were capable of doing domestic work. In July and August, during the vacation periods, we succeeded in placing about twenty-five office workers in temporary positions. At the present time there is a large number unemployed.

The belief, stronger among women than men, that the employment office was a harbor for "knights of the road" has passed into oblivion, and among the women applicants are those representing every strata of mental and physical ability. Employers too, have learned that the office sends out the most skilled as well as the commonest laborer, and every employer, without exception, has called upon our office for service and has received it.

A few days ago the superintendent of one of our industries called the woman's section over the 'phone and asked us to send them a good, strong, intelligent foreign woman for a particular job in the factory. The call was received about 2:15 p. m., and they wanted the help by 3 o'clock. We had on our waiting list a poor woman with six dependents, whose husband is in the State hospital at Kankakee, and whose home was only a short distance from this factory. She had no telephone by which she could be reached. Knowing that the family was a town charge, we called the supervisor, who immediately got in touch with the woman and at 3 o'clock she was on the job. The superintendent reported to us that she is just the kind of a woman he wanted.

The following is a complete list of the placements in the woman's section in the various lines of work for the fiscal year ending June 30:

Clerical	390
Factory	302
Hotel and restaurant	233
Domestic	549
Casual workers	641
Total	2,115

PUBLICITY.

The Joliet Employment Office obtains remarkable cooperation from the local press. Two daily newspapers in this city seem to place a very high estimate upon the civic benefits derived from this institution, and do everything possible in the way of publicity to stimulate interest in the office, and to encourage its use by everybody. It was largely by means of this newspaper publicity that the public became educated to the idea of the employment office. An employment office was something wholly new in this community, and through the excellent write-ups and stories, and particularly the detailed weekly and monthly reports of the activities of the office, people grew to know that the office was for the use of everybody, free of charge.

The Joliet office, therefore, owes a debt of gratitude to the Joliet newspapers for the excellent service which no other medium could possibly render so effectively and satisfactorily. A great measure of our future success will depend upon the continued relationship between our office and the newspapers.

The Illinois Free Employment Office in Joliet is now looked upon as an established institution in the city, and as a most important factor in industrial circles. The office cooperates with the American Red Cross, Associated Charities and county supervisor. Those seeking charity and town aid, if able to work, are brought to the employment office and taught to help themselves, thus alleviating their own wants, and also lessening the burdens on the coffers of charity.

Employers have learned that the employment office keeps a careful record of every applicant, and that when they call up for a good steady man to fill a certain place, the record on an applicant's card as to his ability and experience and the number of jobs he has had in the past year or two, is pretty good evidence as to whether or not he is the right man for the job. It is not unusual for an applicant to come into the office and tell us that the employment manager of a certain factory told him that he would have to secure a card from the Joliet Employment Office before applying there for work.

The following is a complete report of the total activities of this office for the fiscal year ending June 30, 1921:

	Orders from employers.	Number asked for.	Registra- tions.	Referred.	Placed.
Male.....	1,694	3,389	5,927	3,108	2,709
Female.....	1,018	2,492	2,951	2,642	2,115
Total.....	2,712	5,881	8,878	5,750	4,824

DIVISION OF GENERAL ADVISORY BOARD OF THE FREE EMPLOYMENT OFFICES.

F. S. DEIBLER, PH. D., *Chairman.*

A. H. R. ATWOOD, M. D., *Secretary.*

OSCAR G. MAYER.

JOHN H. WALKER.

MRS. RAYMOND ROBINS.

The records compiled by the General Advisory Board from the operations of the Free Employment Offices of the State began to show early during the present fiscal year a slowing down of industry in the State.

By referring to Table 5, where the number registered in relation to the number of persons called for by employers is shown, the falling off in demand is very evident. The number of registrations per 100 help wanted ranged from 99 in July, 1920, to 241 in June, 1921.

The accompanying chart shows how the supply and demand for labor have been related to each other, so far as the records of the Free Employment Offices reveal these facts—from February, 1920, to June, 1921.

It became apparent by the end of October, 1920, that the coming winter would see a large amount of unemployment. The General Advisory Board, acting upon the legislative authority given it, called together a group of citizens representing employers, labor and social agencies, and laid the facts collected before them. It was the thought of the board that the community should become acquainted with the situation and make such plans for meeting the emergency as seemed wise.

As a result of this conference a plan was proposed for dealing with the problem, the most important feature of which was to make the Free Employment Offices the central agency through which the supply and demand for labor would flow.

Publicity concerning the situation was given to employers' associations throughout the State. The newspapers of the State were kept informed as to the situation and were requested to urge upon employers that they retain their help as long as possible in order to avoid the consequences of a period of serious unemployment. In this endeavor very cordial support was received from the press of the State.

In addition to the statistics of operation of the offices, the local superintendents were requested to make a report on the numbers nor-

mally employed and those employed at the end of May, 1920. These figures showed a very large amount of unemployment. These statistics seemed of such great importance that the board began to lay plans for the regular monthly compilation of figures on the numbers employed in representative establishments in the State.

Early in the spring of 1920 a letter was sent to the farm advisor in each county, calling attention to the facilities of the Free Employment Offices, and indicating the location of each office and the name of its superintendent. Every means that could be thought of by which the unemployed could find work was attempted. The industrial depression left many persons unemployed, as the records show.

However, during the year, 141,627 jobs were filled through the various offices of the State. This volume of placement was done without expense to the individuals seeking work and shows the great service which the Free Employment Offices are rendering the employers and employees of the State.

The accompanying tables give the detailed figures of operation for each of the offices by month.

TABLE 1—REGISTRATIONS.

Offices.	July, 1920.			August, 1920.			September, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	555	152	707	623	116	739	595	136	731
Bloomington.....	403	50	453	355	65	420	423	45	468
Chicago.....	17,846	2,165	20,011	12,818	2,302	15,220	11,523	2,597	14,120
Danville.....	244	53	297	175	45	220	196	59	255
Decatur.....	270	111	382	264	119	413	375	126	501
East St. Louis.....	275	768	1,043	165	721	886	208	822	1,030
Joliet.....	344	251	595	438	210	648	455	209	664
Peoria.....	570	385	955	541	435	976	539	409	948
Rockford.....	753	510	1,263	752	489	1,241	879	427	1,306
Rock Island.....	1,183	300	1,483	882	262	1,144	974	296	1,270
Springfield.....	577	237	814	568	199	767	569	189	758
Total.....	23,000	4,982	27,982	17,711	4,963	22,674	16,736	5,315	22,051

TABLE 1—REGISTRATIONS—Continued.

Offices.	October, 1920.			November, 1920.			December, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	709	161	870	769	193	962	865	164	1,029
Bloomington.....	610	63	673	514	78	592	509	92	601
Chicago.....	10,279	2,266	12,545	8,500	2,191	10,691	10,179	1,977	12,156
Danville.....	188	46	234	177	45	222	143	53	196
Decatur.....	539	100	639	396	144	540	581	137	718
East St. Louis.....	147	677	824	146	667	813	106	742	848
Joliet.....	429	223	652	456	246	702	458	207	665
Peoria.....	536	371	907	533	392	925	664	363	1,027
Rockford.....	952	570	1,522	1,039	549	1,588	698	460	1,158
Rock Island.....	1,142	306	1,448	742	246	988	868	310	1,178
Springfield.....	454	178	632	437	149	586	350	143	493
Total.....	15,985	4,961	20,946	13,709	4,900	18,609	15,421	4,648	20,069

TABLE 1—REGISTRATIONS—Continued.

Offices.	January, 1921.			February, 1921.			March, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	662	192	854	389	160	549	598	204	802
Bloomington.....	530	125	655	565	109	674	629	118	747
Chicago.....	13,554	2,595	16,129	10,481	2,072	12,553	11,464	2,280	13,744
Danville.....	120	74	194	89	65	154	146	80	226
Decatur.....	607	164	771	325	118	443	609	166	775
East St. Louis.....	120	901	1,021	82	1,009	1,091	120	912	1,032
Joliet.....	546	292	838	681	309	990	611	334	945
Peoria.....	1,018	342	1,360	886	324	1,210	929	397	1,326
Rockford.....	445	565	1,010	351	458	809	607	606	1,213
Rock Island.....	1,873	356	2,229	1,601	322	1,923	1,749	349	2,098
Springfield.....	273	157	430	240	136	376	369	149	518
Total.....	19,728	5,763	25,491	15,690	5,082	20,772	17,831	5,595	23,426

TABLE 1—REGISTRATIONS—Concluded.

Offices.	April, 1921.			May, 1921.			June, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	659	200	859	564	208	772	899	219	1,118
Bloomington.....	642	145	787	542	164	706	632	167	799
Chicago.....	11,077	2,256	13,333	10,339	2,349	12,688	12,544	2,685	15,229
Danville.....	131	30	161	100	55	155	227	54	281
Decatur.....	448	175	623	461	208	669	666	166	832
East St. Louis.....	1,291	1,082	2,373	1,935	881	2,816	2,088	1,083	3,171
Joliet.....	502	223	725	454	205	659	558	232	790
Peoria.....	860	384	1,244	781	379	1,160	830	440	1,270
Rockford.....	518	549	1,067	420	437	857	450	500	950
Rock Island.....	925	352	1,277	663	336	999	868	394	1,262
Springfield.....	454	151	605	435	165	600	455	181	636
Total.....	17,507	5,547	23,054	16,694	5,387	22,081	20,217	6,121	26,338

TABLE 2—HELP WANTED.

Offices.	July, 1920.			August, 1920.			September, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	536	137	673	537	124	661	597	146	743
Bloomington.....	385	47	432	419	59	478	478	87	565
Chicago.....	16,164	2,581	18,745	12,514	2,047	15,461	10,115	3,121	13,236
Danville.....	170	58	228	226	51	277	275	77	352
Decatur.....	379	97	476	250	106	356	312	154	466
East St. Louis.....	397	785	1,182	272	768	1,040	280	990	1,270
Joliet.....	441	201	642	536	269	805	464	261	725
Peoria.....	880	391	1,271	1,003	436	1,439	748	435	1,183
Rockford.....	1,380	521	1,901	1,474	538	2,012	1,517	512	2,029
Rock Island.....	1,507	297	1,804	1,030	373	1,403	1,192	335	1,527
Springfield.....	607	240	847	597	216	813	599	216	815
Total.....	22,846	5,355	28,201	18,848	5,787	24,645	16,577	6,314	22,891

TABLE 2—HELP WANTED—Continued.

Offices.	October, 1920.			November, 1920.			December, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	516	157	673	491	158	649	276	138	414
Bloomington.....	780	90	870	546	76	622	246	83	329
Chicago.....	8,723	2,691	11,414	4,641	2,050	6,691	3,176	2,000	5,176
Danville.....	132	59	191	359	35	394	67	38	105
Decatur.....	447	92	539	353	118	471	228	108	336
East St. Louis.....	114	714	828	220	739	959	92	605	697
Joliet.....	452	221	673	387	165	552	140	197	338
Peoria.....	714	373	1,087	631	390	1,021	378	345	723
Rockford.....	1,271	546	1,817	961	500	1,461	528	388	916
Rock Island.....	1,302	328	1,630	848	222	1,070	282	301	583
Springfield.....	460	193	653	482	168	650	303	177	480
Total.....	14,911	5,464	20,375	9,919	4,621	14,540	5,716	4,380	10,096

TABLE 2—HELP WANTED—Continued.

Offices.	January, 1921.			February, 1921.			March, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	224	148	372	205	116	321	324	196	520
Bloomington.....	172	94	266	202	103	305	409	119	528
Chicago.....	2,719	2,181	4,900	2,282	1,662	3,944	2,047	2,343	4,390
Danville.....	60	70	130	48	37	85	127	51	178
Decatur.....	114	107	221	148	105	253	254	184	438
East St. Louis.....	107	535	642	78	412	490	104	504	608
Joliet.....	95	214	309	161	215	376	170	206	376
Peoria.....	245	325	570	236	332	568	368	402	770
Rockford.....	419	455	874	349	432	781	689	522	1,211
Rock Island.....	309	304	613	250	242	492	428	294	722
Springfield.....	219	170	389	169	172	341	295	200	495
Total.....	4,683	4,603	9,286	4,126	3,828	7,954	5,885	5,024	10,829

TABLE 2—HELP WANTED—Concluded.

Offices.	April, 1921.			May, 1921.			June, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	358	185	543	328	190	518	445	194	639
Bloomington.....	350	159	509	311	155	466	507	132	639
Chicago.....	3,639	2,097	5,736	2,623	2,169	4,792	2,661	2,257	4,918
Danville.....	188	41	229	54	47	101	68	42	110
Decatur.....	200	156	356	257	196	453	350	143	493
East St. Louis.....	117	407	524	167	413	580	198	427	625
Joliet.....	154	189	343	192	173	365	192	172	364
Peoria.....	391	373	764	292	367	659	216	393	609
Rockford.....	630	503	1,133	483	500	983	605	476	1,081
Rock Island.....	409	315	724	383	304	687	617	361	978
Springfield.....	282	168	450	232	199	431	330	161	491
Total.....	6,718	4,598	11,311	5,822	4,713	10,535	6,189	4,768	10,947

TABLE 3—REFERRED.

Offices.	July, 1920.			August, 1920.			September, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	453	126	579	519	110	629	521	125	646
Bloomington.....	382	44	427	316	50	366	397	33	430
Chicago.....	15,982	2,080	18,062	11,478	2,234	13,712	10,175	2,659	12,834
Danville.....	204	46	250	166	36	202	168	44	212
Decatur.....	252	82	334	267	92	359	348	109	457
East St. Louis.....	274	752	1,026	165	712	877	208	819	1,027
Joliet.....	287	234	521	383	237	620	400	211	611
Peoria.....	570	385	955	541	435	976	538	404	942
Rockford.....	707	412	1,119	719	438	1,157	834	391	1,225
Rock Island.....	1,130	233	1,363	849	211	1,060	947	251	1,198
Springfield.....	562	220	782	593	185	778	552	181	733
Total.....	20,804	4,614	25,418	15,956	4,740	20,696	15,088	5,227	20,315

TABLE 3—REFERRED—Continued.

Offices.	October, 1920.			November, 1920.			December, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	525	149	674	485	155	640	314	134	448
Bloomington.....	577	56	633	508	68	576	272	75	347
Chicago.....	8,787	2,329	11,116	4,798	1,935	6,733	3,347	1,733	5,080
Danville.....	147	43	190	150	28	178	76	42	118
Decatur.....	506	86	592	367	119	486	231	118	349
East St. Louis.....	147	677	824	160	647	807	106	575	681
Joliet.....	385	190	575	391	190	581	150	192	342
Peoria.....	535	365	900	531	384	915	346	340	686
Rockford.....	830	445	1,275	685	398	1,083	439	327	766
Rock Island.....	1,125	247	1,372	712	198	910	272	241	513
Springfield.....	442	100	602	431	139	570	301	138	439
Total.....	14,006	4,747	18,753	9,218	4,261	13,479	5,854	3,915	9,769

THE DEPARTMENT OF LABOR.

TABLE 3—REFERRED—Continued.

Offices.	January, 1921.			February, 1921.			March, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	218	140	358	307	115	322	307	167	474
Bloomington.....	211	88	299	249	89	338	448	97	545
Chicago.....	2,969	1,918	4,887	2,363	1,480	3,743	3,112	1,805	4,917
Danville.....	54	84	138	75	43	118	118	51	169
Decatur.....	155	113	268	141	95	236	470	142	612
East St. Louis.....	112	549	661	71	415	486	108	499	607
Joliet.....	102	243	345	174	257	431	172	229	401
Peoria.....	243	316	559	231	317	548	357	392	749
Rockford.....	389	439	828	337	367	704	566	459	1,025
Rock Island.....	298	257	555	249	223	472	417	260	677
Springfield.....	223	140	363	176	120	296	288	137	425
Total.....	4,974	4,287	9,261	4,273	3,521	7,794	6,363	4,238	10,601

TABLE 3—REFERRED—Concluded.

Offices.	April, 1921.			May, 1921.			June, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	350	169	519	317	177	494	422	168	590
Bloomington.....	384	120	504	288	138	426	505	123	628
Chicago.....	3,748	1,812	5,560	2,848	1,717	4,565	2,837	1,926	4,763
Danville.....	135	27	162	60	56	116	132	40	172
Decatur.....	269	147	416	377	159	536	540	130	670
East St. Louis.....	122	384	506	161	422	583	198	363	561
Joliet.....	152	192	344	117	230	347	195	230	425
Peoria.....	391	370	761	291	364	655	215	378	593
Rockford.....	475	445	920	388	372	760	434	414	848
Rock Island.....	404	274	678	380	247	627	608	292	900
Springfield.....	285	136	421	244	145	389	304	148	452
Total.....	6,745	4,076	10,821	5,471	4,027	9,498	6,390	4,212	10,602

TABLE 4—PLACED.

Offices.	July, 1920.			August, 1920.			September, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	370	93	463	432	89	521	418	104	522
Bloomington.....	327	52	379	269	83	352	322	23	345
Chicago.....	14,451	1,614	16,065	10,290	1,099	11,389	9,194	2,042	11,236
Danville.....	186	27	213	159	27	186	150	38	188
Decatur.....	204	67	271	210	71	281	226	76	302
East St. Louis.....	239	685	924	161	701	862	201	753	954
Joliet.....	248	164	412	365	193	558	318	173	491
Peoria.....	531	377	908	524	430	954	511	403	914
Rockford.....	688	389	1,077	704	419	1,123	812	362	1,174
Rock Island.....	998	211	1,209	768	186	954	856	221	1,077
Springfield.....	488	175	663	473	151	624	478	153	631
Total.....	18,730	3,834	22,564	14,295	3,999	18,294	13,486	4,346	17,832

TABLE 4—PLACED—Continued.

Offices.	October, 1920.			November, 1920.			December, 1920.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	434	111	545	397	123	520	261	111	372
Bloomington.....	556	40	596	438	54	492	216	60	276
Chicago.....	8,030	1,732	9,762	3,990	1,440	5,430	2,747	1,278	4,025
Danville.....	121	32	153	146	21	167	69	18	87
Decatur.....	395	60	455	318	79	397	149	77	226
East St. Louis.....	135	662	797	144	603	747	106	516	622
Joliet.....	304	162	466	333	145	478	153	145	298
Peoria.....	514	358	872	514	375	889	345	332	677
Rockford.....	811	428	1,239	675	369	1,044	418	295	713
Rock Island.....	1,016	221	1,237	634	164	798	267	213	480
Springfield.....	381	119	500	381	113	494	268	116	384
Total.....	12,697	3,925	16,622	7,970	3,486	11,456	4,999	3,161	8,160

TABLE 4—PLACED—Continued.

Offices.	January, 1921.			February, 1921.			March, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	183	119	302	172	97	269	260	143	403
Bloomington.....	119	61	180	184	66	250	379	74	453
Chicago.....	2,305	1,348	3,653	1,716	1,081	2,797	1,968	1,328	3,296
Danville.....	34	37	71	43	21	64	107	33	140
Decatur.....	91	78	169	74	70	144	259	107	366
East St. Louis.....	111	477	588	60	362	428	99	410	509
Joliet.....	95	173	268	140	217	357	158	179	337
Peoria.....	236	307	543	229	305	534	353	382	735
Rockford.....	375	383	758	316	321	637	536	398	934
Rock Island.....	287	228	515	235	195	430	396	232	628
Springfield.....	202	95	297	156	81	237	251	110	361
Total.....	4,038	3,306	7,344	3,331	2,816	6,147	4,766	3,896	8,162

TABLE 4—PLACED—Concluded.

Offices.	April, 1921.			May, 1921.			June, 1921.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	300	146	446	274	151	325	373	149	522
Bloomington.....	336	104	440	255	118	373	453	103	556
Chicago.....	2,827	1,337	4,164	2,122	1,327	3,449	4,031	1,403	5,434
Danville.....	114	21	135	58	27	85	90	26	116
Decatur.....	193	107	300	259	134	393	308	100	408
East St. Louis.....	120	330	450	123	373	496	187	324	511
Joliet.....	142	154	296	111	169	280	184	168	352
Peoria.....	387	362	749	290	359	649	209	365	574
Rockford.....	447	393	840	373	335	708	416	375	791
Rock Island.....	375	251	626	353	218	571	575	250	825
Springfield.....	259	101	360	217	114	331	275	116	391
Total.....	5,500	3,306	8,806	4,435	3,325	7,760	5,101	3,379	8,480

TABLE 5—NUMBER REGISTERED PER 100 HELP WANTED.

Offices.	July, 1920.			August, 1920.			September, 1920.		
	Male.	Female.	Bothsex.	Male.	Female.	Bothsex.	Male.	Female.	Bothsex.
Aurora.....	104	111	-----	116	94	-----	100	93	-----
Bloomington.....	105	106	-----	85	110	-----	88	67	-----
Chicago.....	110	84	-----	103	79	-----	114	83	-----
Danville.....	144	91	-----	77	88	-----	71	77	-----
Decatur.....	71	114	-----	118	112	-----	120	82	-----
East St. Louis.....	69	98	-----	61	94	-----	74	83	-----
Joliet.....	78	125	-----	82	78	-----	98	80	-----
Peoria.....	65	98	-----	54	100	-----	72	94	-----
Rockford.....	55	98	-----	51	91	-----	58	83	-----
Rock Island.....	77	101	-----	86	96	-----	82	86	-----
Springfield.....	95	99	-----	95	92	-----	95	88	-----
Total for the whole State.....	101	93	99	94	86	92	101	94	96

TABLE 5—NUMBER REGISTERED PER 100 HELP WANTED—Continued.

Offices.	October, 1920.			November, 1920.			December, 1920.		
	Male.	Female.	Bothsex.	Male.	Female.	Bothsex.	Male.	Female.	Bothsex.
Aurora.....	137	103	-----	157	122	-----	13	119	-----
Bloomington.....	78	70	-----	94	102	-----	207	111	-----
Chicago.....	118	84	-----	183	107	-----	320	99	-----
Danville.....	142	78	-----	49	128	-----	213	139	-----
Decatur.....	121	108	-----	112	122	-----	255	127	-----
East St. Louis.....	129	95	-----	66	90	-----	115	123	-----
Joliet.....	95	101	-----	118	149	-----	327	105	-----
Peoria.....	75	99	-----	84	101	-----	176	105	-----
Rockford.....	75	104	-----	108	110	-----	132	119	-----
Rock Island.....	88	93	-----	87	111	-----	308	103	-----
Springfield.....	99	92	-----	91	95	-----	116	81	-----
Total for the whole State.....	107	91	103	138	106	128	270	106	199

TABLE 5—NUMBER REGISTERED PER 100 HELP WANTED—Continued.

Offices.	January, 1921.			February, 1921.			March, 1921.		
	Male.	Female.	Bothsex.	Male.	Female.	Bothsex.	Male.	Female.	Bothsex.
Aurora.....	297	130	-----	190	138	-----	185	104	-----
Bloomington.....	308	133	-----	180	106	-----	154	99	-----
Chicago.....	498	119	-----	459	125	-----	433	97	-----
Danville.....	200	106	-----	185	176	-----	115	157	-----
Decatur.....	532	153	-----	220	112	-----	240	90	-----
East St. Louis.....	112	168	-----	108	245	-----	115	181	-----
Joliet.....	572	136	-----	423	144	-----	359	160	-----
Peoria.....	416	105	-----	375	98	-----	252	99	-----
Rockford.....	106	124	-----	101	106	-----	88	116	-----
Rock Island.....	606	117	-----	640	133	-----	409	119	-----
Springfield.....	125	92	-----	142	79	-----	129	75	-----
Total for the whole State.....	421	125	275	380	133	261	307	111	216

TABLE 5—NUMBER REGISTERED PER 100 HELP WANTED—Concluded.

Offices.	April, 1921.			May, 1921.			June, 1921.		
	Male.	Female.	Both sex.	Male.	Female.	Both sex.	Male.	Female.	Both sex.
Aurora.....	184	108	---	172	109	---	202	113	---
Bloomington.....	183	91	---	174	106	---	125	126	---
Chicago.....	304	108	---	394	108	---	471	119	---
Danville.....	70	73	---	185	117	---	334	129	---
Decatur.....	224	112	---	179	106	---	190	116	---
East St. Louis.....	1,103	266	---	1,159	213	---	1,055	254	---
Joliet.....	326	118	---	236	118	---	191	135	---
Peoria.....	220	103	---	267	103	---	383	112	---
Rockford.....	82	109	---	87	87	---	74	105	---
Rock Island.....	226	112	---	173	111	---	141	109	---
Springfield.....	161	90	---	188	83	---	138	112	---
Total for the whole State.....	261	121	204	314	114	220	327	129	241

TABLE 6—NUMBER PLACED PER 100 REGISTERED.

Offices.	July, 1920.		August, 1920.		September, 1920.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	67	61	69	77	70	76
Bloomington.....	81	64	76	51	76	51
Chicago.....	81	74	80	74	80	79
Danville.....	76	51	91	60	76	61
Decatur.....	76	60	75	60	61	60
East St. Louis.....	87	89	98	97	97	92
Joliet.....	71	61	70	92	70	83
Peoria.....	93	98	97	99	93	99
Rockford.....	91	76	94	86	91	85
Rock Island.....	86	70	87	71	88	75
Springfield.....	85	74	83	76	84	81
Total for the whole State.....	81	77	81	81	81	82

TABLE 6—NUMBER PLACED PER 100 REGISTERED—Continued.

Offices.	October, 1920.		November, 1920.		December, 1920.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	61	69	52	64	30	68
Bloomington.....	91	63	85	89	42	65
Chicago.....	78	76	47	66	27	65
Danville.....	64	69	32	47	48	34
Decatur.....	73	60	80	55	26	56
East St. Louis.....	92	98	99	90	100	69
Joliet.....	71	73	73	59	33	71
Peoria.....	96	96	96	96	52	91
Rockford.....	85	75	65	67	60	64
Rock Island.....	89	72	85	67	31	69
Springfield.....	84	67	87	76	77	81
Total for the whole State.....	79	79	59	71	32	68

TABLE 6—NUMBER PLACED PER 100 REGISTERED—Continued.

offices.	January, 1921.		February, 1921.		March, 1921.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	27	62	44	61	43	70
Bloomington.....	22	49	33	61	60	63
Chicago.....	17	52	16	52	17	58
Danville.....	29	50	48	32	73	41
Decatur.....	15	47	23	60	43	64
East St. Louis.....	92	52	80	36	83	45
Joliet.....	17	59	21	70	26	53
Peoria.....	23	90	26	94	38	96
Rockford.....	84	68	90	70	88	66
Rock Island.....	15	64	15	61	23	66
Springfield.....	74	61	65	60	68	74
Total for the whole State.....	20	57	21	55	27	61

TABLE 6—NUMBER PLACED PER 100 REGISTERED—Concluded.

Offices.	April, 1921.		May, 1921.		June, 1921.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	46	73	49	73	41	68
Bloomington.....	52	72	47	72	72	61
Chicago.....	26	59	21	56	16	52
Danville.....	87	70	58	49	40	48
Decatur.....	43	61	56	64	46	60
East St. Louis.....	10	31	7	42	9	30
Joliet.....	28	69	24	82	33	72
Peoria.....	45	92	37	95	25	83
Rockford.....	86	73	89	77	92	75
Rock Island.....	41	71	53	65	66	63
Springfield.....	57	67	50	69	60	64
Total for the whole State.....	31	60	27	62	25	55

TABLE 7—NUMBER PLACED PER 100 HELP WANTED.

Offices.	July, 1920.		August, 1920.		September, 1920.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	69	68	80	72	70	71
Bloomington.....	85	68	64	56	67	34
Chicago.....	89	63	82	58	80	65
Danville.....	109	47	70	53	55	47
Decatur.....	54	69	84	67	72	49
East St. Louis.....	60	87	60	91	72	76
Joliet.....	56	82	57	72	69	66
Peoria.....	60	96	52	99	60	93
Rockford.....	50	75	48	78	54	73
Rock Island.....	66	71	75	68	72	66
Springfield.....	80	73	79	70	79	71
Total for the whole State.....	82	72	76	69	81	69

TABLE 7—NUMBER PLACED PER 100 HELP WANTED—Continued.

Offices.	October, 1920.		November, 1920.		December, 1920.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	84	71	81	78	95	80
Bloomington.....	71	44	80	71	88	72
Chicago.....	92	64	86	70	86	64
Danville.....	92	54	41	60	103	47
Decatur.....	88	65	90	67	65	71
East St. Louis.....	118	93	65	82	110	85
Joliet.....	67	73	86	88	109	74
Peoria.....	72	96	81	96	91	96
Rockford.....	64	78	70	74	79	88
Rock Island.....	78	67	75	74	95	71
Springfield.....	83	62	79	67	88	66
Total for the whole State.....	85	73	80	75	88	72

TABLE 7—NUMBER PLACED PER 100 HELP WANTED.—Continued.

Offices.	January, 1921.		February, 1921.		March, 1921.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	82	80	84	84	80	73
Bloomington.....	69	65	91	64	93	62
Chicago.....	85	62	75	65	74	57
Danville.....	57	52	90	57	84	65
Decatur.....	80	73	50	66	102	58
East St. Louis.....	104	89	87	88	95	81
Joliet.....	100	81	87	101	93	85
Peoria.....	96	94	97	92	96	95
Rockford.....	89	84	91	74	78	76
Rock Island.....	93	75	94	81	93	78
Springfield.....	92	56	92	47	88	55
Total for the whole State.....	86	72	81	74	82	68

TABLE 7—NUMBER PLACED PER 100 HELP WANTED—Concluded.

Offices.	April, 1921.		May, 1921.		June, 1921.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	84	79	84	79	84	77
Bloomington.....	96	65	82	76	89	78
Chicago.....	77	64	81	61	76	62
Danville.....	61	51	107	57	132	62
Decatur.....	97	69	101	68	88	69
East St. Louis.....	103	81	74	90	94	76
Joliet.....	92	81	58	98	96	98
Peoria.....	99	97	99	98	96	93
Rockford.....	71	78	77	67	69	79
Rock Island.....	92	80	92	72	93	69
Springfield.....	92	60	94	57	83	72
Total for the whole State.....	82	72	83	71	82	71

TABLE 8—NUMBER PLACED PER 100 REFERRED.

Offices.	July, 1920.		August, 1920.		September, 1920.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	83	74	83	81	80	83
Bloomington.....	85	73	85	66	81	70
Chicago.....	90	78	90	76	90	72
Danville.....	91	59	96	75	83	82
Decatur.....	81	82	79	77	65	70
East St. Louis.....	87	91	98	97	97	92
Joliet.....	86	70	80	81	80	82
Peoria.....	93	98	97	99	95	100
Rockford.....	97	94	98	94	97	93
Rock Island.....	88	91	90	88	90	88
Springfield.....	87	80	86	82	87	85
Total for the whole State.....	90	83	90	84	89	88

TABLE 8—NUMBER PLACED PER 100 REFERRED—Continued.

Offices.	October, 1920.		November, 1920.		December, 1920.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	83	74	82	79	83	83
Bloomington.....	96	71	86	79	79	80
Chicago.....	91	74	81	74	82	74
Danville.....	82	74	97	82	91	43
Decatur.....	78	70	87	66	65	65
East St. Louis.....	92	98	90	92	100	90
Joliet.....	79	85	85	76	102	76
Peoria.....	96	98	97	98	100	98
Rockford.....	98	96	99	93	95	90
Rock Island.....	90	89	89	87	88	88
Springfield.....	86	74	88	81	89	84
Total for the whole State.....	91	83	86	81	86	81

TABLE 8—NUMBER PLACED PER 100 REFERRED—Continued.

Offices.	January, 1921.		February, 1921.		March, 1921.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	84	85	83	84	85	86
Bloomington.....	57	69	74	74	85	76
Chicago.....	78	70	73	73	63	74
Danville.....	63	44	57	49	90	65
Decatur.....	59	69	52	71	55	75
East St. Louis.....	99	87	93	87	92	82
Joliet.....	93	71	80	84	92	87
Peoria.....	97	97	99	96	99	97
Rockford.....	96	87	94	87	95	87
Rock Island.....	96	89	94	87	95	89
Springfield.....	91	68	89	67	87	80
Total for the whole State.....	81	77	78	80	75	80

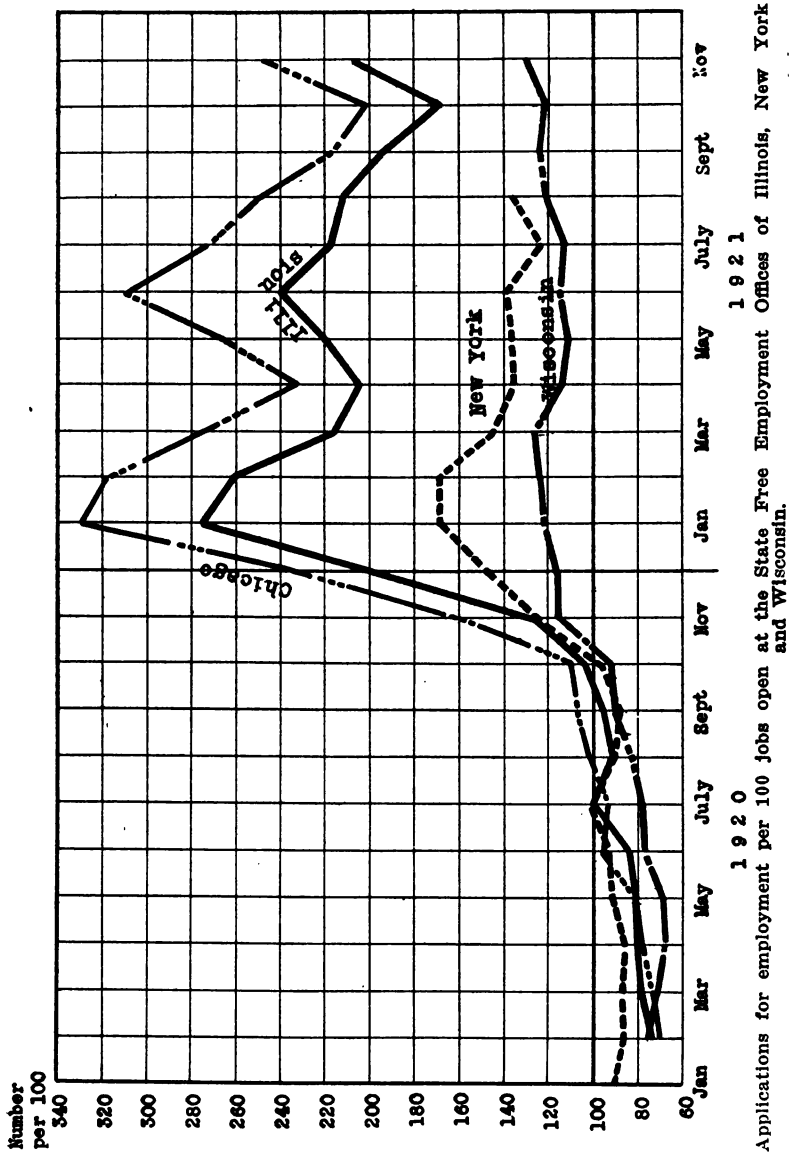


TABLE 8—NUMBER PLACED PER 100 REFERRED—Concluded.

Offices.	April, 1921.		May, 1921.		June, 1921.	
	Male.	Female.	Male.	Female.	Male.	Female.
Aurora.....	86	86	86	85	88	89
Bloomington.....	88	87	88	85	90	84
Chicago.....	75	74	75	77	72	73
Danville.....	84	78	97	48	68	65
Decatur.....	65	73	60	84	57	77
East St. Louis.....	98	864	76	88	94	89
Joliet.....	93	80	95	73	94	73
Peoria.....	99	98	100	99	97	97
Rockford.....	94	88	96	90	96	91
Rock Island.....	93	91	93	88	95	86
Springfield.....	91	74	89	79	90	78
Total for the whole State.....	82	81	81	83	80	80

DIVISION OF CHIEF INSPECTOR OF PRIVATE EMPLOYMENT AGENCIES.

JOHN J. MCKENNA, *Chief Inspector.*

In closing the fourth year of this division of the Department of Labor, supervising private employment agencies, the following table will show the activities of the office for the year July 1, 1920, to June 30, 1921.

The law that has been enacted for the regulation of private employment agencies has worked satisfactorily and has brought a wonderful change in the system of doing business between employment agencies and their applicants.

If there were a law compelling private employment agencies to furnish the Department of Labor with a statement showing the number of persons making application for positions during the month; the number of persons supplied with positions; the number of persons employed in the State of Illinois and the number sent out from the State of Illinois, etc., this would be good information for all parties interested in labor subjects. It would be an easy task for the agencies to comply with this.

Then there is the question that ought to be settled by the Department of Labor, as to when an applicant is liable to the agency for fees on the acceptance of a position from the agency. Without any rule at present we hold that the applicant is only liable when he physically takes hold of the position.

Another point is on the question of the practice of some of the agencies in taking judgment notes—having the applicants sign blank contracts and judgment notes before they physically take hold of the position.

With these few questions settled, the present law enacted for the purpose of regulating private employment agencies would be very satisfactory.

COMPLAINTS.

Total number of complaints, received against licensed agencies.....546

REFUNDS.

426	Full refunds, amounting to.....	\$3,370.10
34	1/2 Refunds, amounting to.....	1,064.10
6	1/4 Refunds, amounting to.....	174.70
1	4/5 Refunds, amounting to.....	12.00
31	3/5 Refunds, amounting to.....	132.90
1	40% Refunds, amounting to.....	53.48

THE DEPARTMENT OF LABOR.

2	1/3 Refunds, amounting to.....	3.00
5	Refunds, railroad fare.....	65.40
506		
22	Complaints had no claim.....	\$4,875.68
8	Complaints received other positions.....	
10	Cases pending.....	
546		
11	Complaints received refund railroad fare, also received refund of office fee, amounting to.....	35.73
	Total amount of refunds.....	\$4,911.41

GENERAL FEATURES.

Number bi-monthly reports of inspectors.....	1,890
Number daily reports of inspectors.....	14,064
Number special reports of inspectors.....	57
Number of licenses issued:	
Chicago	294 at \$50 \$14,700.00
Peoria	2 at 50 100.00
Cairo	2 at 25 50.00
Danville	2 at 25 50.00
Evanston	8 at 25 200.00
Elgin	1 at 25 25.00
Galesburg	1 at 25 25.00
Glencoe	1 at 25 25.00
Highland Park.....	2 at 25 50.00
Lake Forest.....	1 at 25 25.00
Maywood	1 at 25 25.00
Oak Park	1 at 25 25.00
Shelbyville	1 at 25 25.00
Rock Island.....	1 at 25 25.00
Winnetka	2 at 25 50.00
Total amount of revenue.....	\$15,400.00

CLASSIFICATION.

Labor agencies.....	56
Clerical agencies.....	38
Hotel and barber agencies.....	7
Domestic agencies.....	50
Nurses' registries.....	24
Teachers' agencies.....	20
General agencies.....	41
Theatrical agencies.....	84
	320
Amount of revenue.....	\$15,400.00
Amount of expenditures.....	20,206.73
546 Complaints received and adjusted during the year.	
Total amount of money refunded by employment agencies to complainants	\$ 4,911.41

CLASSIFICATION.

	Complaints against each.
Labor agencies.....	190
General agencies.....	234
Clerical agencies.....	98
Theatrical agencies.....	7
Nurses' registries.....	1
Domestic agencies.....	10
Hotel and barber agencies.....	6
	546

DIVISION OF FACTORY INSPECTION.

JAMES A. SHORT, *Chief Inspector.*

The twenty-eighth annual report of the Chief Factory Inspector, and fourth under the Civil Administrative Code for the year ended June 30, 1921, presents a statement of the efforts of this division in enforcing the State statutes under its jurisdiction. Cooperation of employers of labor with the requirements of this department has been very satisfactory.

SUMMARY OF INSPECTIONS.

There were 137,701 inspections made by this division for the period July 1, 1920, to June 30, 1921. While minor details are not given, statistics are on file in this office giving full information of the results obtained by this division under the various laws.

SUMMARY OF INSPECTIONS—JULY 1, 1920, TO JUNE 30, 1921.

Laws enforced.	Inspections.	Totals.
Under the provisions of the—		
Child Labor Law, Chicago and Cook County.....	65,991	
Child Labor Law, State outside Cook County.....	23,922	
Child Labor Law, entire State.....		89,913
Women's Ten Hour Law, Chicago and Cook County.....	23,686	
Women's Ten Hour Law, State outside Cook County.....	11,415	
Women's Ten Hour Law, entire State.....		35,101
Structural Iron Law, entire State.....	518	518
Blower Law, entire State.....	966	966
Wash House Law, entire State.....	335	335
Bedding Law, entire State.....	1,302	1,302
Health, Safety and Comfort Law, Chicago and Cook County.....	7,619	
Health, Safety and Comfort Law, State outside Cook County.....	1,947	
Health, Safety and Comfort Law, entire State.....		9,566
Total for entire State.....	137,701	137,701

CHILD LABOR LAW.

The number of inspections made to enforce the provisions of the Child Labor Law in Chicago and Cook County were 65,991. The number of children employed being: Boys, 7,864; girls, 7,119, or a percentage of 1.6 to the total number of workers employed in the establishments visited.

In the State of Illinois, outside Chicago and Cook County 23,922 inspections were made. The number of children found working was 2,594 boys and 1,101 girls, or nearly 1.1 per cent to total of employees. In all, 2,062 violations were found by the deputy inspectors, but it was

only necessary to prosecute in 1,917 cases to secure compliance with the requirements of this department.

RESULTS OF INSPECTIONS UNDER THE CHILD LABOR LAW—JULY 1, 1920, TO JUNE 30, 1921.

	Number of inspections.	Total number of employees.	Males.	Females.	Boys.	Girls.	Violations.
Chicago and Cook County—							
Manufacturing.....	14,266	566,765	417,210	139,863	4,811	4,881	498
Stores.....	43,480	187,152	119,412	64,708	1,620	1,412	810
Offices.....	3,375	116,398	81,009	33,480	1,230	679	72
Hotels and restaurants.....	3,008	32,043	18,013	13,987	31	12	45
Laundries, dyers and cleaners.....	1,594	13,887	6,370	7,391	53	73	30
Amusements.....	234	4,938	3,737	1,067	92	42	335
Institutions.....	34	3,672	1,368	2,257	27	20	39
Total.....	65,991	924,855	647,119	262,753	7,864	7,119	1,829
State of Illinois outside Cook County—							
Manufacturing.....	3,658	214,921	180,262	32,494	1,478	687	28
Stores.....	16,311	81,171	52,131	27,894	837	309	159
Offices.....	1,459	14,855	8,398	6,339	199	19	-----
Hotels and restaurants.....	1,637	9,988	4,754	5,158	40	36	33
Laundries, dyers and cleaners.....	662	4,684	1,991	2,612	38	43	-----
Amusements.....	195	1,355	927	419	2	7	13
Total.....	23,922	327,074	248,463	74,916	2,594	1,101	233

WOMEN'S TEN HOUR LAW.

In Chicago and Cook County 23,686 inspections were made under the provisions of this law; and in towns and cities outside Chicago and Cook County 11,415 inspections were made. Although 1,584 violations were found it was only necessary to prosecute in 38 instances to enforce the requirements of this department.

RESULTS OF INSPECTIONS UNDER THE WOMEN'S TEN HOUR LAW—JULY 1, 1920, TO JUNE 30, 1921.

	Number of inspections.	Females over 16 years of age.	No time record.	Over ten hours.
Chicago and Cook County—				
Manufacturing.....	9,125	138,185	280	25
Stores.....	9,413	54,448	575	28
Offices.....	2,082	32,291	150	4
Hotels and restaurants.....	2,222	15,527	243	4
Laundries, dyers and cleaners.....	709	7,247	56	8
Amusements.....	110	1,003	15	-----
Institutions.....	25	2,315	1	-----
Total.....	23,686	251,016	1,320	69
State of Illinois outside Cook County—				
Manufacturing.....	2,354	31,316	36	-----
Stores.....	6,624	26,695	113	-----
Offices.....	626	6,285	8	-----
Hotels and restaurants.....	1,281	4,975	31	-----
Laundries, dyers and cleaners.....	342	2,605	4	-----
Amusements.....	188	460	3	-----
Total.....	11,415	72,336	195	-----

THE STRUCTURAL LAW.

The number of jobs inspected in Chicago and Cook County under the provisions of this law was 284 and in the State of Illinois outside of Chicago and Cook County 10, a total for the entire State of 294 requiring 518 inspections. Corrective orders were issued in 11 cases, the safety of 37,655 employees being involved. The number of accidents reported was 8, of which 4 were fatal.

RESULTS OF INSPECTIONS UNDER THE STRUCTURAL LAW—JULY 1, 1920, TO JUNE 30, 1921.

Location.	Number of inspections.	Number of jobs.	Nature of work.							Employees.	Orders issued.	Accidents reported.		
			Erecting.	Repairing.	Altering.	Wr ecking.	Cleaning.	Painting.	Excavating.			Total.	Fatal.	Non-fatal.
Chicago and Cook Co.	507	284	161	27	15	8	39	27	7	36,750	10	7	4	3
Decatur.....	2	2	2	---	---	---	---	---	---	70	1	---	---	---
Erie.....	1	1	1	---	---	---	---	---	---	360	---	---	---	---
Marseilles.....	3	3	3	---	---	---	---	---	---	218	---	---	---	---
Springfield.....	5	4	4	---	---	---	---	---	---	257	---	1	---	1
Total for entire State.....	518	294	171	27	15	8	39	27	7	37,655	11	8	4	4

THE BLOWER LAW.

The number of inspections in Chicago and Cook County was 925 and in the State of Illinois outside of Cook County 41. The number of wheels inspected was 8,105, of which 243 were found to be unprotected; in many cases this condition is due to the nature of the work being done, making the use of safety devices impractical. Two hundred and thirty-seven orders were issued as classified. The number of employees safeguarded was 8,105, of which 34 were female.

Nearly the whole of these inspections are made by one deputy inspector who reports that no prosecutions were necessary, and that he has no difficulty in securing compliance with the orders given.

RESULTS OF INSPECTIONS UNDER THE BLOWER LAW—JULY 1, 1920, TO JUNE 30, 1921.

Location.	Industries.											Number of employees.		Number of hours.		Number of wheels.		Orders issued for								
	Number of inspections.	Job shops.	Stoves.	Tools and implements.	Beds.	Fixtures.	Cutlery and hardware.	Novelties.	Machinery and foundries.	Jewelry.	Miscellaneous.	Total.	Male.	Female.	Eight hours.	Nine hours.	Total.	Protected.	Unprotected.	Total.	Increase velocity.	Improve equipment.	Install system.	Provide hoods.	Change angle branch pipes.	Repairs and clean pipes.
Chicago and Cook Co.....	925	308	8	2	4	51	367	77	27	5	76	7,405	7,481	14	256	669	7,495	7,262	233	204	32	22	93	20	17	20
State of Illinois outside Cook Co.....	41	2	8	1	--	1	10	10	--	9	--	610	590	20	10	31	610	600	10	33	18	9	4	2	--	--
Total for entire State.	966	310	16	3	4	52	377	87	27	14	76	8,105	8,071	34	266	700	8,105	7,862	243	237	50	31	97	22	17	20

THE WASH HOUSE LAW.

Orders were issued by this division for the installation of 216 wash houses in Chicago and Cook County and 27 in the State outside of Chicago and Cook County. In 190 instances orders have been fully complied with, 128 orders being in course of completion.

RESULTS OF INSPECTIONS UNDER THE WASH HOUSE LAW—JULY 1, 1920, TO JUNE 30, 1921.

Location.	Inspections.	Employees.	Complied.	Orders pending completion.
New inspections—				
Chicago and Cook County.....	216	15,207	-----	-----
State of Illinois outside Cook County.....	27	5,459	-----	-----
Re-inspections—				
Chicago and Cook County.....	77	-----	155	78
State of Illinois outside Cook County.....	15	-----	35	50
Total.....	335	20,666	190	128

HEALTH, SAFETY AND COMFORT LAW.

This table shows that 7,485 inspections were made in Chicago and Cook County under the provisions of this law, and in the State of Illinois outside Cook County 1,947, which with ventilation inspections 134, (details of which are given in another table) makes a total for the State of 9,566 inspections.

One thousand, six hundred and sixty-nine orders were issued relating to buildings; 1,714 to sanitation, 3,087 to power; 800 to dangerous machinery; 13,273 to dangerous machinery parts, or a total of 20,543 orders issued.

RESULTS OF INSPECTIONS UNDER THE HEALTH, SAFETY AND COMFORT LAW—JULY 1, 1920, TO JUNE 30, 1921.

Location.	Total.	Out of business.	New orders issued.	Previous items complied with.	Previous orders checked up, no further orders issued.	Number of male employees.	Number of female employees.	Items complied with.	Building.	Sanitation.	Power.	Dangerous machinery.	Dangerous machinery parts.	Total.
Chicago and Cook County	7,485	430	3,320	2,339	1,396	36,643	55,053	19,091	1,279	1,270	2,654	698	11,253	17,159
State of Illinois outside Cook County	1,947	35	780	741	391	59,146	12,072	4,540	390	310	433	102	2,015	3,250
Ventilation	134	-----	19	-----	115	641	321	-----	-----	134	-----	-----	-----	134
Total	9,566	465	4,119	3,080	1,902	96,430	67,446	23,631	1,669	1,714	3,087	800	13,273	20,543

Table 8 gives a complete analysis of the orders issued.

ANALYSIS OF ALL ORDERS UNDER THE HEALTH, SAFETY AND COMFORT LAW—JULY 1, 1920, TO JUNE 30, 1921.

Classification.	Chicago and Cook County.	State outside Cook County.	Total.
1. Building—			
1. Exits and fire escapes	30	3	33
2. Doors, open, slide and roll	23	5	28
3. Stairs	34	11	45
4. Handrails and toeboards	321	198	519
5. Openings in floors	82	53	135
6. Elevators, automatic gates and slant boards	379	80	459
7. Elevator cars	52	20	72
8. Safety devices	11	11	22
9. Proper light	201	4	205
10. Heating systems	65	2	67
11. Passageways and obstructions	69	2	71
12. Dangerous places	12	1	13
Total	1,279	390	1,669
11. Sanitation—			
1. Toilets	506	190	696
2. Dressing and washing rooms	403	75	478
4. Seats for females	27	3	30
7. Ventilation, dust and fumes	298	38	336
8. Rooms, dry, clean and sanitary	16	2	18
9. Install or guard fans and blowers	3	2	5
10. Guard ovens, furnaces, pans, vats, etc	8	-----	8
11. Miscellaneous and ventilation, Section 11	143	-----	143
Total	1,404	310	1,714
111. Power—			
1. Engine stops and disengaging devices	62	2	64
2. Signal systems	18	-----	18
3. Belt shifters	66	-----	66
4. Boiler and engine rooms	85	2	87
5. Clutches, couplings and weights	607	39	646
6. Switches and throttles	10	26	36
7. Dynamos and motors	20	-----	20
8. Electric appliances	29	21	50
9. General orders	1,757	343	2,100
Total	2,654	433	3,087

ANALYSIS OF ALL ORDERS UNDER THE HEALTH, SAFETY AND COMFORT LAW—JULY 1, 1920, TO JUNE 30, 1921—Concluded.

Classification.	Chicago and Cook County.	State outside Cook County.	Total.
IV. Dangerous machinery—			
1. Hydro extractors.....	69	11	80
2. Mangles, rolls, drums, crushers and tumblers.....	52	26	78
3. Band saws.....	63	19	82
4. Circular saws.....	205	25	230
5. Planers.....	10		10
6. Shapers.....	4		4
7. Jointers.....	176	15	191
9. Stickers and mortisers.....	35		35
10. Trip hammers, bulldozers and shears.....	5	1	6
11. Printing presses.....	79	5	84
Total.....	698	102	800
V. Dangerous machinery parts—			
1. Flywheels.....	827	184	1,011
2. Punch and drill presses at point of work.....	34	8	42
3. Planer and shaper beds under platen.....	108	59	167
4. Pipe machines and turret lathes.....	17	12	29
5. Gears.....	1,523	307	1,830
6. Belts and pulleys.....	6,352	1,156	7,508
7. Sprocket chains and conveyors.....	270	47	317
8. Shafting and roll bearings.....	934	68	1,002
9. Set screws and bolt keys.....	693	133	826
10. Emery wheels.....	491	21	512
11. Cranes.....		18	18
12. Cutters, feathers and leather splitters.....	9	2	11
Total.....	11,258	2,015	13,273
Grand total.....	17,293	3,250	20,543

THE BEDDING LAW.

The total number of inspections made under this law, (including a few omitted from last year's report, see page 6) for the entire State was 1,302. In two instances it was found necessary to prosecute to enforce the requirements of this division.

RESULTS OF INSPECTIONS UNDER THE BEDDING LAW—JULY 1, 1920, TO JUNE 30, 1921.

Location.	Inspections.	Males.	Females.
Chicago and Cook County.....	527	1,968	2,113
State of Illinois outside Cook County.....	775	1,774	1,140
Total.....	1,302	3,742	3,253

OCCUPATIONAL DISEASE LAW.

The number of firms reporting under classification "A" Lead Poisoning is shown as 233. Under class "B" Other Poisonings 101. The number of employees reported as sick was 141. (A complete diagnosis of each case is on file.) In all 93,377 employees were examined in the various industries coming under the provisions of this law during the fiscal year.

101

Industry.	Number of firms reporting.	Number of employees reported on for																							
		July.		August.		September.		October.		November.		December.		January.		February.		March.		April.		May.		June.	
		Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.
A.—Lead poisoning—																									
White lead.....	4	299	23	300	302	4	171	15	1	233	3	259	8	263	13	190	10	278	2	1,429	178				
Smelting and refining.....	42	2,580	2,562	6	2,583	5	2,374	2,004	4	1,818	4	1,548	1,619	2	1,648	2	1,673	2	1,431	431					
Manufacturers of paints.....	30	486	1	553	504	---	470	411	---	422	---	449	1	451	---	454	---	481	1						
Manufacturers of storage batteries.....	15	248	73	276	64	1	97	82	1	129	140	140	146	2	303	1	151	1	195	1					
Manufacturers of tinware.....	8	415	2	435	366	---	300	315	---	64	298	1	166	---	131	---	120	---	142	---					
Manufacturers of car seals.....	4	16	25	26	19	---	19	16	---	17	14	---	15	---	18	---	14	---	16	---					
Switchboards and telephones.....	6	187	215	916	186	---	225	165	---	130	138	---	190	---	130	---	139	---	45	---					
Painting.....	114	1	2,162	2,129	2,182	---	2,230	1,790	---	1,573	1,704	---	1,702	---	1,595	---	1,077	---	1,871	---					
Electrotypers.....	1	71	8	62	81	---	64	80	---	79	58	---	57	---	62	---	66	---	87	---					
Enameling.....	1	8	8	8	5	---	8	8	---	38	45	---	8	---	18	---	18	---	57	---					
Wall paper and shade cloth.....	4	44	30	49	51	---	44	44	---	41	38	---	20	---	23	---	43	---	7	---					
Glue, soap, etc.....	4	36	21	26	30	---	26	15	---	8	15	---	25	---	23	---	12	---	12	---					
Total class "A".....	233	7	6,552	5	5,967	8	6,531	5	6,147	9	5,749	7	4,968	7	4,522	7	4,677	12	4,662	17	4,595	13	4,406	3	3,663
B.—Other poisonings—																									
Arsenic, paris green, etc.....	2	5	309	3	343	2	341	1	241	1	263	---	216	---	222	---	301	---	199	---	170	---	138	---	37
Brass foundries (a).....	63	2	1,828	4	1,955	5	1,897	3	1,658	2	1,719	1	1,620	5	1,284	1	1,152	---	1,310	---	1,213	---	1,201	---	920
Spinners and polishers (b).....	23	951	1,890	909	870	---	870	585	---	618	602	---	663	---	716	---	700	---	663	---	700	---	572	---	93
Plating electroplating.....	9	108	107	95	98	---	101	99	---	84	82	---	98	---	104	---	98	---	98	---	104	---	98	---	93
Delcalomania.....	1	5	3	3	5	---	5	5	---	6	5	---	5	---	5										

VENTILATION, SECTION 11, HEALTH, SAFETY AND COMFORT LAW.

Results of inspections under this section of the Health, Safety and Comfort Law are given in detail, the totals being included in the Health, Safety and Comfort Law, table 7.

VENTILATION INSPECTIONS UNDER SECTION 11 OF THE HEALTH, SAFETY AND COMFORT LAW, JULY 1, 1920 TO JUNE 30, 1921.

Location.	Number of inspections.	Number of establishments visited.	Number of work-rooms inspected.	Number of employees (new orders).	New order.	Re-inspections.			Orders issued for	
						Total.	Complied.	In course of completion.	1500 cubic feet.	1800 cubic feet.
Chicago.....	134	134	158	962	19	115	67	48	13	9

ACCIDENTS.

Twenty-seven non-fatal accidents were reported, causing a loss of 812 days' time. Six fatal accidents are shown in the report. The reports of accidents are now sent direct to the Industrial Board.

PROSECUTIONS.

This table shows that 244 cases were prosecuted in the State, the fines being \$1,920, and costs \$1,605.20, a total of fines and costs of \$3,525.20 for the entire State.

PROSECUTIONS—JULY 1, 1920, TO JUNE 30, 1921.

Chicago and Cook County.		Number of cases.
Child Labor Law.....		106
Women's Ten-Hour Law.....		21
Wash House Law.....		1
Health, Safety and Comfort Law.....		4
Bedding Law.....		2
Total.....		134
Total fines.....		\$895 00
Total costs.....		500 75
State of Illinois outside Cook County		Number of cases.
Child Labor Law.....		91
Women's TenHour Law.....		17
Wash House Law.....		2
Total.....		110
Total fines.....		\$1,025 00
Total costs.....		1,104 45

PROSECUTIONS—JULY 1, 1920, TO JUNE 30, 1921—Concluded.

	Fines.	Costs.	Total.	Number of cases.
Chicago and Cook County.....	\$ 895 00	\$ 500 75	\$1,395 75	134
State of Illinois outside Cook County.....	1,025 00	1,104 45	2,129 45	110
Total.....	\$1,920 00	\$1,605 20	\$3,525 20	244

CHILDREN'S WORKING CERTIFICATES.

The total number of child labor certificates issued in the State of Illinois for the fiscal year ended June 30, 1921, was 36,208. It is to be noted, however, that the number of certificates issued has no bearing on the number of children employed as in many instances several certificates are issued to the same minor.

SUGGESTED LEGISLATIVE CHANGES TO IMPROVE THE PRESENT OCCUPATIONAL DISEASE LAW, TO BRING INDUSTRIAL DISEASES UNDER THE COMPENSATION ACT, AND A METHOD ILLUSTRATIVE OF HOW DISEASES COMING UNDER THE LAW SHOULD BE DETERMINED.

GEORGE L. APFELBACH, A. B., B. S., M. D.

The Illinois Occupational Disease Law, in effect July 1, 1911, was the result of a careful investigation of conditions in Illinois. Ten years have elapsed since the then Illinois Department of Factory Inspection has acted as a police power in enforcing the law. The Occupational Disease Law purposes only to prevent industrial diseases and does not provide against the economic loss which employee and employer and the community suffer when disease due to occupation arises.

Having studied the results of this act as regards disease prevention for the past ten years, it is felt that this experience gives competence to commend those who drafted this law, because of its conciseness and adequate measures. This type of legislation was new, information on the subject difficult to obtain and many mistakes might have been made. Most commendable of all is the fact that the law is specific in describing the common industrial hazards, making its enforcement practicable. The measures for disease prevention contained in the law are adequate and efficient and, as shown in the previous reports of this division, have brought results. Very few manufacturers, except the extremely penurious, object to the installation of such simple and cheap measures as washing facilities, lockers, working clothes, respirators and monthly medical examinations.

The operation of any law shows the good and bad in it and although there is occasion for pride because of past successes we can progress, and our laws can be improved only by taking cognizance of mistakes. The following are some of the more unfavorable criticisms of the Occupational Disease Law:

(1) Although preventative of industrial disease, the Occupational Disease Law does not offer compensation for those afflicted through the agency of the various occupational poisons.

(2) The law, although specific, does not include all the well-known occupational poisons and causes of disease.

(3) The law should require compulsory reporting of all occupational diseases, observed by all physicians and hospitals licensed to practice and to operate in the State.

(4) Every industry using the occupational poisons mentioned in the law should register yearly with the Illinois Division of Factory Inspection. All newly launched industries should register and comply with the requirements of this law before commencing operations.

(5) The law should give a brief synopsis of what are considered reportable cases of industrial disease.

Public opinion abroad and in the United States recognizes the just basis for paying compensation to those injured, either by accident or disease in industry. Legislation for industrial accidents has been passed in many states. There is a marked tendency in favor of paying compensation for occupational diseases in many states and we believe that legislation for such is not far off in Illinois. Under the Workmen's Compensation Act for industrial accidents an employee suffering an injury receives a definite sum for the loss of time caused by the accident, including hospital and medical fees. Occupational diseases often cause permanent total disabilities and loss of life, or temporary total disabilities, throwing the worker on his own resources or making him a public charge, with no provision for medical services unless furnished by the community. His only recourse for economic recovery is the Common Law Court. The employer is likewise subjected to the continual worry of this loss and the liability to a large suit for damages.

Legislation to remedy this situation cannot be included in the present Occupational Disease Law very well, but should be enacted separately, either by a special Occupational Disease Compensation Act, or by including the industrial disease hazard under the present compensation act for industrial disabilities. It is felt that the best way would be to substitute the clause "personal injury," for the present "accidental injuries," as in the Massachusetts law.

At present section 2 of the Occupational Disease Law reads as follows:

2. Every employer in this State engaged in the carrying on of any process of manufacture or labor in which sugar of lead, white lead, lead chromate, litharge, red lead, arsenate of lead, or Paris green are employed, used or handled, or the manufacture of brass or the smelting of lead or zinc, which processes and employments are hereby declared to be especially dangerous to the health of the employees engaged in any process of manufacture or labor in which poisonous chemicals,

minerals or other substances are used or handled by the employees therein in harmful quantities or under harmful conditions, etc.

The Supreme Court of this State holds that when a disease occurs in industry because of such industry and is not known as common to such industry the condition becomes an industrial accident, but if such disease occurs commonly and is recognized as one of the frequent occurrences in the industry the condition is recognized as an occupational disease.

Any law covering industrial diseases consequently should be specific, for otherwise many disputes will arise over such cases as occupational tuberculosis, emphysema, nerve fatigue, premature arteriosclerosis, and other vague conditions. It is therefore suggested that the law could specify such commonly known conditions as are contained in the British Occupational Disease Law. Should new diseases, due to the various changes in industry arise, amendments to the act could be made, thus making the law keep pace with industrial progress.

Unfortunately, the precautions expected from compensation acts do not always prevent accidents and disease. The "Safety-First Movement" was transitory, and though insurance companies send out machine inspectors for the purpose of guarding dangerous appliances, the Department of Labor, Division of Factory Inspection still finds it necessary to enforce the Health, Safety and Comfort Act. A compensation law for industrial diseases would not make the present Occupational Disease Law useless but would stimulate its present function and for that reason some amendments to the present law are here suggested.

By requiring all physicians in the State to report industrial disease, much new information of scientific import could be obtained. Every physician in the State would by such enactment have the powers of a factory inspector in so far as industrial disease cases were concerned and would protect both employee and employer and supplement the regular inspection work of the State department.

In England, any one contemplating manufacture in which the hazards mentioned in the British Occupational Disease Law are met, must first consult the British Inspector of Factories. Certain regulations are prescribed and must be complied with before the manufacturer can begin operations. This requirement is a great saving to the employer, since it protects him against future inspections which might cause expensive alterations, and is also a protection to the employee against industrial disease. It is suggested, in addition to this requirement, that annual registration of industries coming under the Occupational Disease Act be made compulsory.

The question as to what is a reportable disease has caused much confusion in this State. Some physicians have been zealous in reporting all early cases, while others have subjected their companies to the risk of suit by reporting only the more pronounced cases. We feel that the

Department of Labor should offer a standard of what constitutes reportable cases, and that a brief synopsis of this ruling should be embodied in the law. In other words, it would be well to have the term "reportable case" clearly defined in the law, as well as by departmental ruling. •

In the above introduction has been reviewed the good and bad in the Occupational Disease Law. There has been shown the need for putting occupational diseases under some sort of a compensation act.

Much medical information on the subject of industrial disease has been assembled by the physicians of the Division of Factory Inspection and through the regular routine functions of that division. Lead poisoning has been the subject of particularly thorough investigation. It is, therefore, proposed in this article to offer information which will prove an aid to the suggestions made above, defining (1) what should be considered a reportable case of lead poisoning; and (2) what constitutes plumbism, so as to furnish basic data in considering a law of the required scope. In the future reports it is purposed to describe other occupational diseases, which are to give physicians a definite standard and to inform manufacturers what the Department of Labor considers a compliance with the Occupational Disease Law.

An early diagnosis is highly important and when it is made and the case reported, compliance with the law will have been established. There is a definite medico-legal advantage in this. An early diagnosis will also prevent further injury to employee, reduce disability, all of which is manifestly important if a compensation law be enacted. Besides, malingering will be prevented, by establishing a definite method of making a diagnosis. In addition, from a purely scientific and humanitarian standpoint, an early diagnosis is desirable in order to prevent the rapid fatal intoxications and also the sequellae of such poisons as lead, which Naegli calls meta-lead conditions as nephritis, arteriosclerosis, cerebral hemorrhage, and such neurological conditions, as paralysis, premature senility, neurosis and insanity.

Two things need here to be shown. First, a guide for or indication of what is considered a reportable case. Second, how a criterion for deciding compensable cases can be established. To do this, quotations will be made from an article published by the writer in the American Journal Medical Sciences, "The Early Diagnosis of Lead Poisoning with Special Reference to Abdominal Pain":

1. The Illinois Department of Factory Inspection has received reports of 1,338 cases of lead poisoning from July 1, 1912, to July 1, 1917. Owing to the lack of specific information in early reports only the last 934 case records can be depended upon, because they were made more in detail. Since a list of common lead findings on the report blanks has been instrumental in causing the examining physician to do more careful work in observing and recording findings.

These 1,338 examinations were made with a varying degree of completeness by physicians throughout the State. Since there is a decided medico-legal advantage in reporting plumbism to the State department, the physician usually makes an early diagnosis. As a result, the symptoms and signs

reported in the above cases are early observations. Allowance must be made here and there for an absence of detail observation, since these factory examinations are often made in haste. Chart I refers to these reports.

2. Chart II refers to 72 cases of lead poisoning in which the examinations were made by the writer. In these the diagnosis is practically certain because basophilic degeneration, colic, lead tremor, lead anemia, usually in combination with constipation, were established. Very few of these cases were severe and were not of the type usually seen in hospital wards. They occurred in the lighter lead trades, such as painting, soldering, battery manufacturing and brass founding. For accuracy in deduction the writer is more inclined to use this smaller series than the larger number of cases reported in Chart I. Charts II, III and IV refer to the writer's own case records.

3. Further reference is made to Chart V, where the writer presents in tabulated form the results of 150 critical examinations of house painters not incapacitated but sent to the writer for the purpose of ascertaining early signs of plumbism and to furnish data for the improvement of health conditions in this trade. We have since that time examined 30 printers and 75 more painters.

The above series of examinations brings out some important points in the diagnosis of lead poisoning, since they differ from the stereotyped pictures found in the classical text-books of medicine. It is hoped that this paper will explain why Cabot found evidence of undiagnosed plumbism in many of his autopsies.

The lead symptom-complex is so variable that a description is difficult, as all this may be dependent (1) on the dosage and rapidity of dosage; (2) on the presence of alloy in the metals ingested; (3) on the fact whether the intoxication occurs in the form of fumes or in the inhalation and swallowing of lead dusts; (4) on the individual susceptibility, sex, age and personal habits.

There are about 150 different lead trades from which all forms of plumbism can be developed. Among painters and printers mild forms may be seen; oftentimes these escape the physician's notice, only later to be recognized as a meta-lead condition.

Other blood findings in lead poisoning are chromatophiles in severe forms, macrocytes, microcytes and stippled normoblasts. Schnitter states that if the compensatory power of the blood-forming organs disappears, basophilic cells disappear.

Leukocytosis has been referred to as a blood finding, giving the average number of cells between 8,000 and 10,000, hence a marked increase of the white cells is rare.

SUBSIDIARY FINDINGS.

To finish the picture, reference must be made to some of the other findings in lead poisoning, as, for instance, rapid emaciation, loss of muscular strength, headaches, loss of vision, scaphoid abdomen, slow pulse, strangury, arthritis, lead paralysis of various forms, severe trembling, lead encephalopathy, anesthesiae and hyperesthesiae and reflex disturbances.

One word more in regard to blood pressure, which does not appear to be consistently present during an acute attack. When blood pressure has been reported in the State reports as a high-tension pulse there may have been other factors. At least this sign has not been observed as a usual finding. The systolic blood pressure in the examination of 150 painters was, on an average, 132 men between 20 and 29 inclusive; 132 between 30 and 32; 143 between 40 and 49; 150 between 50 and 59; 187.5 between 60 and 69; 210 over 70. The rise in blood pressure from lead is more liable to be a result of meta-lead condition than an actual finding during the manifestations of an acute or subacute attack.

CHART I.

Out of 934 cases of lead poisoning we enumerate the findings in the number of times reported:

		Per cent.
Blue line.....	518	55.4
Anemia.....	341	36.5
Constipation.....	335	35.87
Colic.....	295	31.58
Pallor.....	244	25.48
Coated tongue.....	215	21.3
Loss of muscular strength.....	161	17.1
Tremor.....	135	14.45
Abdominal tenderness.....	131	14.0
Slow pulse.....	130	14.0
Nausea.....	113	12.1
High-tension pulse.....	74	7.9
Headache.....	74	7.9
Loss in weight.....	50	5.3
Albuminuria.....	27	2.88
Dyspepsia.....	26	2.8
Wrist-drop.....	24	2.57
Abdominal pain.....	18	1.9
Other paralysis.....	10	1.0
Vertigo.....	11	1.0

Other symptoms reported were muscular pains, neuritis, sciatica, dermatitis, diarrheas, anorexia, visual disturbances, alopecia, conjunctivitis, ulcerations, rapid pulse, eructations, lumbago, metallic tests, jaundice, cyanosis, speech disturbance, ataxia, tinnitus and epileptiform seizures.

The result of blood smears were reported, but not in sufficient number to warrant tabulation.

CHART II.

APFELBACH—EARLY DIAGNOSIS OF LEAD POISONING.

In a critical examination of 72 cases of lead poisoning the following symptoms and signs occurred the following number of times:

		Per cent.
Constipation.....	59	81.9
Stippling.....	37	51.3
Blue line.....	26	36.1
Fine tongue tremor.....	39	54.1
Fine finger tremor.....	13	18.1
Anemia and pallor.....	25	34.7
Pallor.....	8	11.1
Anemia.....	14	19.4
Colic.....	23	31.9
Abdominal pain.....	18	25.0
Diminished strength in hand.....	7	10.0
Loss of muscular strength.....	7	10.0
Neuritis.....	12	18.0
Sciatica.....	1	1.4
Albuminuria.....	2	2.8
Convulsions.....	1	1.4
Cerebral hemorrhage.....	1	1.4
High blood-pressure.....	1	1.4
Coated tongue.....		Uncertain

CHART III.

Considering colic, constipation, tremor, anemia, blue line and stippling as the most common findings in lead poisoning they were observed in the following combinations:

Constipation, tremor, anemia.....	8
Tremor, stippling, constipation.....	7
Tremor, constipation.....	6
Constipation, blue line.....	5
Tremor, stippling.....	4
Anemia, constipation.....	4
Anemia, constipation, stippling.....	4
Anemia, constipation, tremor, stippling.....	4
Colic, constipation, tremor, anemia.....	3
Blue line, stippling, constipation, colic, anemia.....	3
Anemia, constipation, stippling.....	3
Colic, blue line, tremor, anemia.....	2
Blue line, pallor, anemia, tremor, constipation, stippling.....	2
Colic, constipation, tremor, anemia, blue line.....	2
Colic, constipation, tremor, blue line.....	2
Colic, constipation, blue line.....	2
Constipation, stippling.....	2
Blue line, tremor.....	1
Constipation, blue line, colic, tremor, stippling.....	1

Constipation, anemia, wrist-drop.....	1
Constipation, blue line, tremor, pallor, stippling.....	1
Anemia, stippling.....	1
Colic, constipation, tremor, anemia, blue line, stippling.....	1
Colic, constipation, tremor.....	1
Colic, constipation.....	1
Tremor, anemia, stippling.....	1
Constipation, stippling, colic.....	1
Constipation, blue line, anemia.....	1
Anemia, blue line.....	1
Tremor, anemia, blue line.....	1

CHART IV.

APFELBACH—EARLY DIAGNOSIS OF LEAD POISONING.

Reference to Chart III shows that the cardinal findings of lead poisoning do not appear in all cases. The following is a short tabulation of the number of times out of 72 cases in which the cardinals appeared:

All six (colic, constipation, pallor and anemia, blue line, stippling and tremor) ..	1
All five cardinals.....	5
All four cardinals.....	4
All three cardinals.....	10
All two cardinals.....	9

This arrangement seems to point to the fact that in early cases of lead poisoning there is more apt to be present but a few of the distinctly cardinal signs.

CHART V.

EXAMINATION OF 150 HOUSE PAINTERS—PRESENT COMPLAINTS.

	Mild.	Moderate.	Severe.
Loss of weight.....	18	8	5
Loss of strength.....	17	10	2
Nervousness.....	30	11	2
Malaise.....	5	5	2
Pulmonary:			
Cough.....	23	16	.....
Sputum.....	7	3	.....
Hemoptysis.....	5	3	.....
Night-sweats.....	9	6	1
Pains in chest.....	32	14	3
Hoarseness.....	...	2	.....
Dyspnea.....	6	9	5
Digestive:			
Nausea.....	13	3	.....
Vomiting.....	4	4	2
Eructations.....	4	4	1
Anorexia.....	19	8	5
Foul taste (mornings).....	12	4	.....
Salivary disturbances.....	2	.....	.....
Constipation.....	24	39	10
Diarrhea.....	5	1	.....
Melena.....	1	.....	.....
Hemorrhoids.....	6	7	2
Pain in abdomen.....	20	25	1
Distention.....	6	11	.....
Bulimia.....	...	.....	1
Polydipsia.....	...	.....	3
Sensorial:			
Headache.....	19	20	6
Vertigo.....	25	10	3
Syncope.....	2	.....	1
Spots before the eyes.....	25	18	1
Tightness in chest.....	...	2	2
Nightmare.....	2	.....	.....
Insomnia.....	11	7	.....
Rushing of blood to head.....	...	1	.....
Loss of memory.....	21	21	1
Depression.....	1	.....	.....
Confusion.....	2	.....	1
Diminished vision.....	19	19	3
Diminished hearing.....	5	5	1
Neuromuscular:			
Neuralgias.....	18	2	.....
Joint pains.....	22	23	9
Pain in right shoulder.....	17	15	11
Anesthesias.....	1	.....	.....
Paresthesias.....	2	4	.....
Lumbago.....	25	10	2
Swollen feet.....	...	2	1
Muscular cramps.....	9	4	.....
Trembling.....	3	1	.....
Formication.....	1	.....	.....
Diminished strength in hands (loss of hands).....	1	9	.....

CHART V—Continued.

	Mild.	Moderate.	Severe.
Genito-urinary:			
Night urination	9	9	5
Incontinence	1	1	3
Impotence	1	1	1
Hematuria	1	1	1
Stricture	1	1	1
Polyuria	1	2	1
General:			
Festering cuts	1	1	1
Itching eyes	17	7	1
Lacrimation	1	1	1
Tinnitus	2	2	1
Heart palpitation	2	2	1

PHYSICAL FINDINGS.

Appearance unhealthy	19
Pallor	26
Emaciation	14
Adipose	13
Physical	8
Icteric	2
Prematurely aged	14
Loss of expression	5
Nephritic appearance	4
Scars on scalp	2
Tortuous temporals (marked)	5
Marked varicosities on face	6
Edema of the lids	2
Scleral hemorrhage	1
Dilated pupils	3
Conjunctivitis (mild except one)	11
Strabismus	1
Unequal pupils	4
Sluggish pupillary reflex	2
Argyll Robertson	3
Myopic (just by observation)	8
Corneal scar	1
Blepharospasm	1
Exophthalmos	2
Good teeth	11
Loose teeth	32
Decayed teeth with tartar, etc.	52
Pyorrhea	32
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DIVISION OF INDUSTRIAL COMMISSION.

CHARLES S. ANDRUS, *Chairman.*

PETER J. ANGSTEN,

ROBERT EADIE,

JAMES A. CULP,

OMER N. CUSTER, *Members.*

We beg to submit for your consideration the annual report of the Industrial Commission for the fiscal year ending June 30, 1921, together with statistical report for year ending December 31, 1920.

Usually reports of this nature are composed largely of statistical tables and figures. Yet the compilation of figures is a mere incident to the work, and from them alone it would be difficult to derive an accurate impression of the activities and important public service rendered by the Industrial Commission, both from a sociological and a judicial point of view.

For a true comprehension of the work of a commission of this nature, one must keep in mind that its functions are two-fold. It is a matter of common knowledge that, prior to the passage of the Compensation Law, a great volume of the work of the courts had to do with suits for damages for injuries sustained by employees in the course of their employment. Charities, both public and private, found their time and funds largely occupied in caring for workmen and their families during the long period of waiting, which the old-fashioned law suit entailed and the outcome of which was doubtful even under the most favorable circumstances.

The Compensation Act was enacted as remedial legislation, but overshadowing its legal aspect, it is based upon a humanitarian principle. To preserve that principle, the administration of the act must be humanitarian. At every point of contact which the commission has established between the employer and employee it has sought to foster a feeling of sympathy and conciliation, a spirit of kindliness, which takes away from both parties that vindictive attitude which makes for endless litigation. In the pursuit of this object the commission has had, as a whole, the hearty cooperation of employers, employees and insurers.

The intention of the Compensation Law is that its provisions shall operate to a great extent automatically, and that in the event of injury, the employee shall receive the full benefits prescribed, speedily and ungrudgingly, and that the interests of the parties, truly understood, are

not essentially antagonistic. As time goes on, this doctrine is becoming more and more understood in its practical application.

The success of the commission in familiarizing both employers and employees with their rights and causing them to take a proper attitude toward each other, cannot be better illustrated than by reciting the fact that during the last year over fifty thousand accidents were reported to the commission, while about twelve thousand claims were filed for arbitration; in other words, more than 75 per cent of the accidents have been adjusted without recourse to arbitration.

The increase in the work of the commission is made apparent by the fact that in the year 1915 there were 12,240 accidents reported, and during the past year 50,585 accidents were reported. This increase is at first sight appalling, but to a very considerable extent we think it is to be accounted for by the fact that the law is becoming better known and understood, and more generally observed, and that whereas in 1915 only a small fraction of the accidents were reported, at the present time nearly all industrial accidents are reported in the manner required by law.

In a very large proportion of the claims filed with the commission, the only dispute has been as to the nature and extent of physical disability and amount of compensation due, and, in fatal cases, the question of whether or not death was the result of an accidental injury. When such a dispute arises, an application for adjustment of claim is filed and a hearing had in the vicinity where the accident took place, before one of the arbitrators in the service of the commission. The award is entered in accordance with the evidence presented. About one-fifth of these cases are appealed for review to the commission itself.

The efforts of the commission have been taken up largely with the adjustment of these disputes. In this work the assistance of the Medical Department has been of incalculable value. A great number of cases, where the only dispute has been as to the nature and extent of disability, have been referred to the Medical Department, without cost to the parties, for examination and report. This has resulted in the certainty of an impartial examination, and saves to the litigants the expense of bringing in expert medical witnesses.

The present Compensation Act was passed in 1913. The amendments to the law, as prescribed at successive sessions of the legislature, have corrected manifest defects and widened its scope. The amendments made by the present legislature, effective July 1, 1921, are hereinafter discussed in detail.

We have endeavored in the last two years to cooperate closely in our work with the Widows' Pension Department of the Juvenile Court. There also has been a closer cooperation with the Bureau of Factory Inspection; the employment bureaus of the Department of Labor and the Insurance Department of the State.

During the past year we have checked practically all the insurance companies. We have looked over their files very carefully and ascertained if there were any discrepancies in their settlements and also to discover whether or not the proper amount of reserves are set up for the various injuries.

In the Statistical Department a close check is kept upon the accident reports and receipts filed. The employer is immediately notified if the basis of settlement in these receipts show a variation from the provisions of the Workmen's Compensation Act. The tables presented in this report have been compiled from the accident reports filed with this commission for the calendar year 1920.

These tables do not include the cases arising out of the polluted water, reported by the Chicago and Alton Railroad Company, of which there were 26 fatal and 153 non-fatal. Compensation in these cases amounted to about \$300,000 and medical expenses to the amount of \$10,289.84 have been paid.

Neither have we included in the tables of this report, the non-compensable accidents filed with the commission in compliance with the Supreme Court ruling of December 17, 1919, (No. 12835), which states that a claim for medical services is a claim for compensation, but where such claim has been acceded to and the payments for medical services have ceased, it will not support a proceeding for compensation more than two years later, although the full effect of the injury was not apparent until that time.

The total cases filed with the commission during the year, because of this ruling, amounted to 2,361, one of which was fatal. These injuries show a total healing period of 7,814 days and medical payments to the amount of \$3,242.

Heretofore, the amount of medical expenses shown in the tables of our annual report has been only that which was reported by insurance companies on cases of their assured, and was not representative of the amount actually expended in the State for this purpose. By information received in answer to a circular letter sent to the employers in the State carrying their own insurance, we are able, this year, to show additional medical expenses paid in the amount of \$577,335, bringing the total money paid for this item to \$1,309,246.

No material change has been made in the tables this year.

An additional extent of disability has been added, that of "Per Cent Loss of Use" as distinguished from "Specific Loss."

LIST OF TABLES FOR 1920.*

Table 1—Number of Fatal and Non-fatal Accidents Reported Classified as Closed and Pending. The amount of Compensation and Medical Paid and to be Paid.

* These tables will be found in the separate report of the Industrial Commission.

Table 2—Frequency of Accidents, by Industries. Extent of Disability and Compensation and Medical Costs.

Table 3—Compensation, Medical Cost, Extent of Disability with Average Period of Disability by Location of Injury.

Table 4—Nature or Injury, by Cause of Accident.

Table 5—Accidents, by Nature and Extent of Disability and Average Number of Days Lost.

Table 6—Sex and Wages of Injured.

Table 7—Showing, by Counties, Number of Accidents, Extent of Disability and Benefits Paid.

Table 8—Showing by Months, Number of Accidents and Extent of Disability.

Table 9—Sex and Age of Injured.

Table 10—All Fatal Cases by Division of Industry, Dependency and Total and Average Cost.

Table 11—Total and Average Cost by Extent of Disability.

Table number 1 of this report shows 50,585 reports of compensable accidents filed with this commission during the year 1920, 597 of which were fatal. This is an increase of 12,296 in the number of cases reported as compared with the year 1919 and notwithstanding the fact that the mines of the State were in operation on an average of only 159 days last year and the building trades were idle for long periods. It is discouraging to note that there was an increase of 62 fatal accidents in the year 1920.

The reason for this large increase is undoubtedly due to the fact that the employees of the State are more cognizant of their rights under the Workmen's Compensation Act and are seeing to it that their cases are brought to the attention of the commission either through attorneys or investigators appointed by organized labor.

Compensation payments during the year amounted to \$5,143,300, while the estimated amount due on cases which are still open in our files amounts to \$3,415,498. Medical and funeral expenses reported for the year total \$731,911.

Table number 2 shows by industry the number of accidents reported, compensation and medical costs, also the average cost per case in each of the industries. Little change is shown in this table from that of previous years. The mining of coal leads in the number of accidents reported and the amount of compensation paid. Metal products is second with machinery and instruments third.

Table number 3, shows compensation and medical costs and extent of disability, by location of injury. Also number of days required for the injury to heal sufficiently for the employee to return to work. There were more injuries reported to the upper extremities, and these also lead in the greatest number of days shown as healing period, and amount of compensation paid.

The total days lost to the industry last year because of injuries is shown to be 1,291,518. The largest average number of days lost was for injuries to the tibia and fibula and is 64.

Table number 4. As in former years, we have followed the general classification as to cause of accident. Falling objects caused the greatest

number of injuries and falls of persons second, with vehicles third. As to nature of injury, cuts, punctures and lacerations lead all others.

Table number 5 shows accidents by nature and extent of disability and the average number of days lost. Cuts, punctures and lacerations lead, with bruises, contusions and abrasions second and fractures third.

The greatest average number of days lost by an employee because of the nature of his injury were due to fractures, and this is shown to be 34.

Table number 6. This table shows that there were 1,930 females injured in the industries of the State during 1920 and that 792 of these were receiving between \$15 and \$20 per week as wages. A comparison of this table with that of 1919 shows that women's wages are on the increase as in that year the greatest number who were injured were receiving between \$10 and \$15 per week.

Of the 48,655 males injured in the State during 1920, 12,759 were receiving between \$20 and \$25 per week. This is the same rate as is shown in 1919 for the greatest number of injuries at any one rate.

The tables show that about 69 per cent of the persons injured in industry last year received the maximum amount of compensation payable for their respective injuries.

Table number 7. This table which groups by counties the number of accidents according to extent of disability, is similar to that of other years, as Cook County, including Chicago, leads all others with 25,541 accidents or 49 per cent of all that occurred in the State. St. Clair, Madison, Sangamon and Williamson Counties follow in the number of accidents reported in the order named.

The total cost of all injuries in Cook County amounts to \$4,250,153 or 45 per cent of that which was paid in the entire State.

Table number 8 shows by months, the number of accidents and extent of disability. Little variation is shown in the number reported for each month. August leads with 4,676, of which 64 were fatal. The number of accidents for winter months is shown to be larger than in previous years and probably can be accounted for by the mildness of our climate for this year.

Table number 9 shows that the greatest number of males injured in 1920 was between the ages of 26 and 30 years, while for females the greatest number was between 16 and 20.

Table number 10 shows by industry all fatal cases, the number and the nature of the dependents and the total amount of money paid in each industry. Also the average cost per case.

Of the 597 fatal cases there were 62 in which the deceased left no dependents. Medical and funeral expenses in these cases amounted to \$17,476.

Four hundred and twelve employees left persons who were totally dependent on them for support and the number of these dependents is

shown to be 1,027. One hundred and twenty-three left persons who were partially dependent and the number of these partial dependents is 177.

The total amount of compensation paid on fatal cases is \$483,006, while there remains to be paid \$1,254,548.

Table number 11 shows the total and average cost by extent of disability. The average cost of fatals per case was \$2,940, while that for permanent totals was \$9,500.

There are fewer permanent total disabilities shown in the report this year than in former ones for the reason that we have endeavored to tabulate only those in which there could never be a decrease of disability instead of all on which awards have been made.

COURT DECISIONS.

Since the publication of our last report one of the most important decisions made by the Supreme Court of the State of Illinois affecting the administration of the Workmen's Compensation Act was the case of *Illinois Publishing and Printing Company vs. Industrial Commission*, Supreme Court Docket No. 14012. This case extended the provisions of the act to a class of employees, thousands in number, not heretofore covered by the act. In the case in question, the Supreme Court held that where the business of the employer is extra-hazardous, all employees engaged in the business are entitled to the benefits of the act.

The Supreme Court also has, in numerous instances, extended the act to include certain extra-hazardous enterprises which are not specifically enumerated in section three; for instance, detective agencies were not anywhere mentioned in the act as being extra-hazardous enterprises. The Supreme Court has refused to issue a writ of error in cases where the detective agencies claimed that they were not directly and specifically included within the scope of section three. This action on the part of the Supreme Court in denying the writ of error in these cases had the effect of including detective agencies within the scope of the act.

An important construction has been placed on section nine of the Workmen's Compensation Act in the case of *Clark Co. vs. Industrial Commission*, 291 Ill. 561. This opinion held that compensation cannot be commuted to a lump sum for the express purpose of paying claims and debts.

An inherent defect existing in compensation cases arises whenever the question of extra-territorial jurisdiction is involved. The Illinois Supreme Court has held the place of injury governs and limits the jurisdiction of the Industrial Commission, so that the Compensation Act of this State can have no force outside the territorial limits of Illinois; that is, an employee injured in Indiana or Wisconsin would have to seek his remedy in the courts of those states. In other states, among them Indiana and Wisconsin, the jurisdiction depends on *lex*

loci contractus, or the legal residence of the employer or employee. Under the Wisconsin law for instance if a contract of employment is entered into in Illinois, the Wisconsin Commission refuses to take jurisdiction even though the accident might have happened within the borders of that state. On the other hand, the Industrial Commission of Illinois, in pursuance of the rule laid down by the Supreme Court, cannot, in such a case, take jurisdiction, because the injury occurred outside the territorial limits of Illinois. Thus we have a situation, which leaves an injured employee without an enforceable remedy, if the contract of employment was made in Illinois and he is injured in Wisconsin. This condition requires remedial legislation.

The act has been amended so as to include occupational diseases. By the terms of this amendment the disablement of an employee resulting from occupational disease is defined as the happening of an accidental injury within the terms and meaning of the Workmen's Compensation Act.

AMENDMENTS TO THE WORKMEN'S COMPENSATION ACT, IN EFFECT
JULY 1, 1921.

The first paragraph of section 3 now reads:

The provisions of this act hereinafter following shall apply automatically and without election to the State, county, city, town, township, incorporated village or school district, body politic or municipal corporation, and to all employers and all their employees, engaged in any department of the following enterprises or businesses, which are declared to be extra-hazardous, namely:

The enumeration is precisely the same as set out in the 1919 act.

The effect of this amendment is to bring all employees, who are engaged in enterprises, which are declared to be extra-hazardous under section 3, regardless of the kind of work that they may be doing at the time that they sustained accidental injuries arising out of and in the course of employment within the scope of the Workmen's Compensation Act.

Paragraph (a) of section 7 is amended by inserting in lieu of the word \$3,500.00, \$3,750.00.

Paragraphs (b) and (c) of this section are amended substantially in the same way, viz: that the maximum \$3,500.00 has been increased to \$3,750.00.

Paragraph (f) of section 7 under the 1919 act provided that in death cases compensation was payable in installments equal to one-half the average earnings of the employee. This has been changed. The paragraph now provides that all compensation shall be paid in installments equal to the percentage of the average earning as provided for in section 8 of the act.

The effect of this amendment is that the limitation as to the maximum amount is now applied in death cases whereas formerly there was no maximum as to the death cases, other than the provision that it should be 50 per cent of the weekly wages.

In Paragraph H of section 7, the minimum amount of compensation formerly provided where a widow survives was \$1,650.00. This has been increased to \$1,750.00 and \$100.00 additional for each child under sixteen years of age, where there are two or more children. The maximum amount of \$3,500.00 where a widow survives has been increased to \$3,750.00, and \$250.00 additional for each child under sixteen years of age, but in no event more than \$4,250.00.

In paragraph (b) of section 8, the minimum of \$7.00 has been changed to \$7.50 and the maximum has been changed from \$12.00 to \$14.00.

In paragraph (h) of section 8, the maximum amount of \$12.00 has been changed to \$14.00 per week.

In paragraph (j) of section 8, the minimum of \$7.00, \$8.00 in case an employee has one child under the age of sixteen years; \$9.00 in case the employee has two children under the age of sixteen years, and \$10.00 in case an employee has three or more children under the age of sixteen years, have been changed respectively to \$7.50, \$8.50, \$9.50 and \$10.50.

Sub-section 3 of paragraph (j) of section 8 has been changed by increasing the maximum of \$12.00 to \$14.00; \$13.00, in case the employee has one child, to \$15.00; \$14.00, in case the employee has two children under the age of sixteen years, to \$16.00; and \$15.00, in case the employee has three or more children, to \$17.00.

Section 12, which provided for physical examination and which had been construed by the Supreme Court in such a way to entitle an employee to insist upon a physical examination at the time of the hearing, has been limited to providing that such physical examination shall not be made on the day of the hearing.

Paragraph (e) of section 19 has been amended by inserting the following:

If a reporter does not, for any reason, furnish a transcript of the proceedings before the arbitrator in any case for use on a hearing for review before the Industrial Commission, within thirty days of the filing of the petition for review, the Industrial Commission may, in its discretion, order a trial *de novo* before the Industrial Commission in such case, upon application of either party.

Paragraph (1) of section 19 has been amended so as to give the Circuit Court the power to review all questions of law and fact provided that no additional evidence shall be heard in the Circuit Court, and the findings of fact made by the commission shall not be set aside unless contrary to the manifest weight of the evidence.

Section 19 (f) was amended to read:

In its decision on review, the Industrial Commission shall determine in each particular case the amount of the probable cost of the record to be filed as a return to the writ of certiorari in that case, and no praecipe for a writ of certiorari may be filed and no writ of certiorari shall issue unless the party seeking to review the decision of the Industrial Commission shall exhibit to the clerk of the said Circuit Court a receipt showing payment of the sums so determined to the secretary of the Industrial Commission.

Attention is also directed to the amendment of section 15 of "An Act to promote public health by protecting certain employees in this State from the dangers of occupational diseases and providing for the enforcement thereof."

This amendment provides that the disablement of an employee engaged in occupations covered by section 2 of "An Act to promote the public health by protecting certain employees from the dangers of occupational diseases" shall be treated as the happening of an accidental injury within the terms and meaning of the Workmen's Compensation Act. The term "disablement" means the state of being disabled from earning full wages at the work at which the employee was last employed by the employer from whom he claims compensation.

The occupations covered by section 2 of the Occupational Disease Act reads as follows:

Every employer in this State engaged in the carrying on of any process of manufacture or labor in which sugar of lead, white lead, lead chromate, lithrage, red lead, arsenate of lead or paris green are employed, used or handled, or the manufacture of brass or the smelting of lead or zinc, which processes and employment are hereby declared to be especially dangerous to the health of the

employees engaged in any process of manufacture or labor in which poisonous chemicals, minerals or other substances are used or handled by the employees therein in harmful quantities or under harmful conditions, shall provide for and place at the disposal of the employees engaged in any such process of manufacture and shall maintain in good condition and without cost to the employees, proper working clothing to be kept and used exclusively for such employees while at work, and all employees therein shall be required at all times while they are at work to use and wear such clothing; and in all processes of manufacture or labor referred to in this section which are necessarily productive of noxious or poisonous dusts, adequate and approved respirators shall be furnished and maintained by the employer and in good condition and without cost to the employees, and such employees shall use such respirators at all times while engaged in any work necessarily productive of noxious or poisonous dusts.

Senate Bill 786 further provides that if any employee in occupations covered by section 2 of this act, is disabled or dies and his disability or death is caused by a disease arising out of the occupations referred to in section 2 of this act, which disease arises out of and in the course of his employment, he or his dependents shall be entitled to compensation for his death or for the duration of his disability in accordance with the provisions of the Workmen's Compensation Act.

DEPARTMENT OF MEDIATION AND CONCILIATION.

On June 1, 1920, the mediators were notified of a strike of telephone operators and line men at the cities of Herrin, West Frankfort, Johnson City, Benton and Marion, Illinois. Conferences were held with both parties and an agreement reached that emergency service calls, viz., fire, police and ambulance, would be taken care of. A definite settlement of the strike was made on August 25, 1920.

On July 6, 1920, the mediators were notified of a threatened strike of machinists, moulders and laborers at Kewanee, Illinois, arising out of a misunderstanding of an agreement reached after a previous strike. A conference with both parties resulted in an amicable adjustment.

On July 15, 1920, a strike was called of the substation men at Chicago, and after being out a few hours, the matter was settled.

August 12, 1920, employees of the Street Car Company at Streator, Illinois, went on strike after a controversy concerning wages. The mediators held a conference with each of the parties, but a compromise settlement offered by the company was voted down by the employees. On August 27, 1920, another attempt was made to effect a settlement, but without result. On September 7, 1920, a satisfactory compromise was reached, the employees receiving a 7 per cent increase in wages.

On August 17, 1920, a strike was called of the garment workers at Coal City, Illinois, over wages. The mediators obtained an offer of settlement from the employer, which was voted down at a meeting of the employees. Further conferences were held by the mediators with the parties on October 5, 6 and 7, 1920, and also on October 11, 1920. A satisfactory agreement was reached and the employees returned to work.

On September 18, 1920, a strike of meat cutters was declared at the plant of S. Oppenheimer & Co., Chicago, which was settled on the same day.

On September 21, 1920, the mediators were informed of a strike of spar miners at Rosiclare, Illinois, involving wages and recognition of the organization of the mine operators. After a number of conferences with both sides, the mediators reached the conclusion that a continuation of the strike by the miners was hopeless and advised them to accept the proposition offered by the operators and return to work. A referendum vote was then taken, resulting in a continuation of the strike. On March 1, 1921, the mediators were again called to Rosiclare, upon information that shooting and mob violence were being indulged in, in connection with the strike. The mediators made as thorough an investigation as possible, in conjunction with the county and city authorities, but without obtaining any definite evidence as to the guilty parties. Another attempt also was made to settle the strike.

On November 30, 1920, the mediators were called to Peoria, Illinois, in connection with a controversy between the interurban traction system and its employees. On December 1, 1920, a satisfactory agreement was reached.

On December 6, 1920, a strike of meat cutters on the north side, Chicago, was declared. The mediators were notified, and after a joint conference with both sides, a settlement was negotiated.

On February 8, 1921, the mediators received information of a contemplated strike of the Yard Men's Association of Chicago, and after conference with the representatives of the association, the threatened strike was averted.

On February 11, 1921, the mediators were called to Rockford, Illinois, in connection with a controversy with the linemen employed by the traction system, but no adjustment could be obtained.

On March 16, 1921, the mediators were informed of a threatened strike of street car employees at Rock Island, Moline and Davenport, Iowa. A conference was had at Rock Island with representatives of the street car employees' organizations, and on the following day with the street car company's officials. The mediators then decided that the controversy was one over which the State Arbitration Board of Iowa alone had jurisdiction, and the matter was then referred to it for adjustment.

On March 16, 1921, the mediators were directed to go to Washington, D. C., in connection with an investigation conducted by United States Director of Labor Davis in regard to wages in the meat packing industry. The matter was finally referred to Judge Alschuler of Illinois, as arbitrator, and an adjustment made.

On April 29, 1921, the mediators were called to Rockford, Illinois, in connection with labor trouble with the building trades, and an effort

was made to have the parties submit their differences to the Industrial Commission for arbitration, but without result. On May 18, 1921, an effort was again made, to which the employees agreed, but the employers declined to submit the matter to arbitration.

On May 2, 1921, a strike of stock handlers, at Chicago, was declared, and a settlement was reached on May 5, 1921.

On May 3, 1921, a strike was threatened by the Typographical Union, Chicago, concerning a proposed reduction in wage scale. The controversy was finally referred to arbitration, which is still pending.

ARBITRATIONS.

July 1, 1920, to June 30, 1921.

(1) Number of arbitrations filed July 1, 1920, to June 30, 1921.....	12,029
(1) Number of cases in which compensation for temporary total disability only was awarded.....	862
(2) Number of cases in which compensation under paragraphs (c), (d), (e) and (f) of Section 8, by only (specific loss, disfigurement, loss use, etc.), awarded.....	830
(3) Number of cases in which compensation for temporary total disability and under paragraphs (c), (d), (e) and (f) of Section 8, both awarded.....	2,578
(4) Number of cases in which compensation for death only awarded.....	507
Total cases in which compensation awarded.....	4,533
Amount of compensation awarded Class 1 (see above).....	\$ 232,870.89
Amount of compensation awarded Class 2 (see above).....	631,194.06

Amount of compensation awarded Class 3 (see above):

(a) Temporary total.....	\$ 508,904.03
(b) Other than temporary total.....	1,493,896.93

Total Class 3.....\$2,002,800.96

Amount of compensation awarded Class 4 (see above).....	\$1,668,609.45
Total compensation awarded all classes.....	<u>4,535,475.56</u>

LUMP SUMS.

Total lump sums filed July 1, 1920, to June 30, 1921.....2,299

Number non-fatal cases in which lump sums awarded.....	1,702
Number fatal cases in which lump sums awarded.....	369

Total cases in which lump sums granted.....2,071

Number lump sums rejected.....	139
Amount of compensation granted in lump sums (non-fatal).....	\$1,294,699.27
Amount of compensation granted in lump sums (fatal).....	767,487.88

Total compensation granted in lump sums.....\$2,061,829.15

Grand total compensation paid.....\$6,597,304.71

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